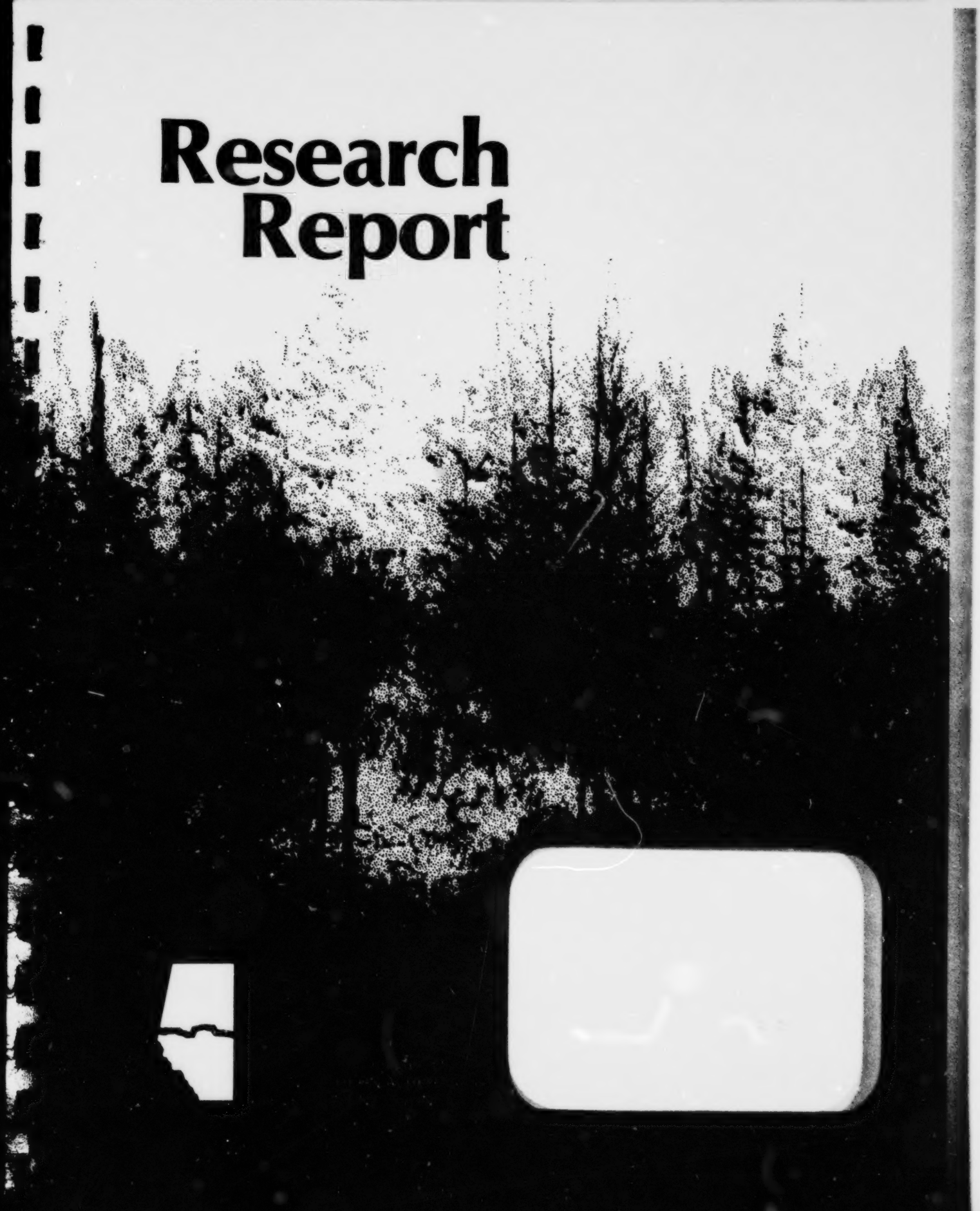
Research Report



SUMMARIES OF RESEARCH REPORTS

VOLUME III

1983 - 1984

NORTHERN DEVELOPMENT BRANCH

PEACE RIVER, MAY, 1984

INTRODUCTION

VOLUME III: 1983 - 1984

Since its re-organization in 1973, the Northern Alberta Development Council has been developing avenues of communication for the people of the region to express their ideas and concerns regarding development of the North. In addition to public meetings and major conferences, the Council attempts to achieve its objective of providing advice to the Provincial Government by carrying out relevant, practically orientated research.

During the years 1983-84, the Council sponsored or co-sponsored some thirteen studies examining a wide variety of topics. The following pages contain summaries of all the studies completed during that two-year time period. Attention has been given to including bibliographic details of each report on the individual summary title pages. However, it must be emphasized that the summaries have been written by staff members of the Northern Development Branch. In many cases, this has been done without the benefit of comments from the respective authors. Any errors or misrepresentations of details of these research projects are therefore the responsibility of the Branch.

Putting so many summaries together in one volume certainly has its limitations. It may seem tough reading and disjointed to some readers. Unfortunately, most summaries do not capture the context and the dynamism that are often present in the complete reports. It is difficult to explain why so many diverse topics are covered without elaborating on how the NADC gets involved in sponsoring research.

Briefly, each project has its own unique history. Some originated in briefs submitted by members of the public to the NADC, especially during the Council's public meeting held monthly or bi-monthly in different places throughout northern Alberta. Others evolved from the recommendations of seminars and conferences sponsored by the NADC, or from a combination of these recommendations and specific requests in public briefs. Still others came about following resolutions adopted by the NADC after several months of meetings and discussions on a particular topic. Finally, research projects sponsored by the Council are often a reflection of the councillor's joint goals and priorities for northern development.

Some additional points which may assist the reader are:

- The NADC is inclined toward action-oriented and problem-oriented research. For the Council, research is not an end in itself, but a means by which application of social and natural sciences can assist in the task of promoting improvements in the quality of life for northern Albertans.

- The decision to use external consultants as opposed to in-house research capabilities is related to the purpose of the project and the time constraints of the Council's support staff (the Northern Development Branch).

- The basic aims of the NADC include the encouragement of closer working relationships between departments of the Alberta Government and an ongoing practice of consultation between these departments and northern communities.

- The NADC believes very strongly that it needs good information on hand if it is to have adequate preparation to make timely and relevant recommendations to the Alberta Government.

- Over the years, the Council has been listening to northerners through a variety of media. One of the recurrent messages the councillors hear is that as much information as possible should be made public. This is particularly true when citizens of the north give of their time and energy to answer surveys or meet with interviewers.

The Northern Alberta Development Council is acutely aware of some of the difficulties that have arisen from conducting research in northern Alberta. Information dissemination, action on results, community reaction to "yet another study", possible concerns of government agencies -- these were among the topics addressed in the Research Review Seminar held in June, 1981. A document entitled, "Guidelines for Research in Northern Alberta" has been issued by the Council which attempts to address many of these concerns.

Comments and suggestions on research summaries should be directed to:

Northern Alberta Development Council
Bag 900-14
Peace River, Alberta
T0H 2X0

Summaries of research projects are available in three volumes:

Volume I: 1975-79
Volume II: 1980-82
Volume III: 1983-84

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2. Profiles of Regions and Smaller Communities in Northern Alberta; SATA Systems Ltd., Edmonton. February, 1983.

3. The Over 65 Population in Northern Alberta; Northern Alberta Development Branch, Peace River. February, 1983.

4. Opportunities for the 80's: A Community Study of Swan Hills; Peter C. Nichols and Associates Ltd., Edmonton. April, 1983.

5. Feasibility Study - High Level Aircraft Repair and Maintenance Facility; Hickling-Johnston Ltd., Edmonton. 1983.

6. Fire Prevention Model for Northern Alberta; Hickling-Johnston, Edmonton. June, 1983.

7. A Study of Factors Affecting the Supply of Physicians and Dentists in Northern Alberta to Aid in Developing Recruiting Strategies; Hickling-Johnston Ltd., Edmonton. June, 1983.

8. Employment Alternatives and Social Assistance in Smaller Northern Alberta Communities; Fresh Start Social Consultants Co. Ltd., Edmonton. September, 1983.

9. Survey of Community Interests and Concerns With Respect to "A Road Development Proposal for North Central Alberta"; Manning Consultants Ltd., Edmonton. October, 1983.

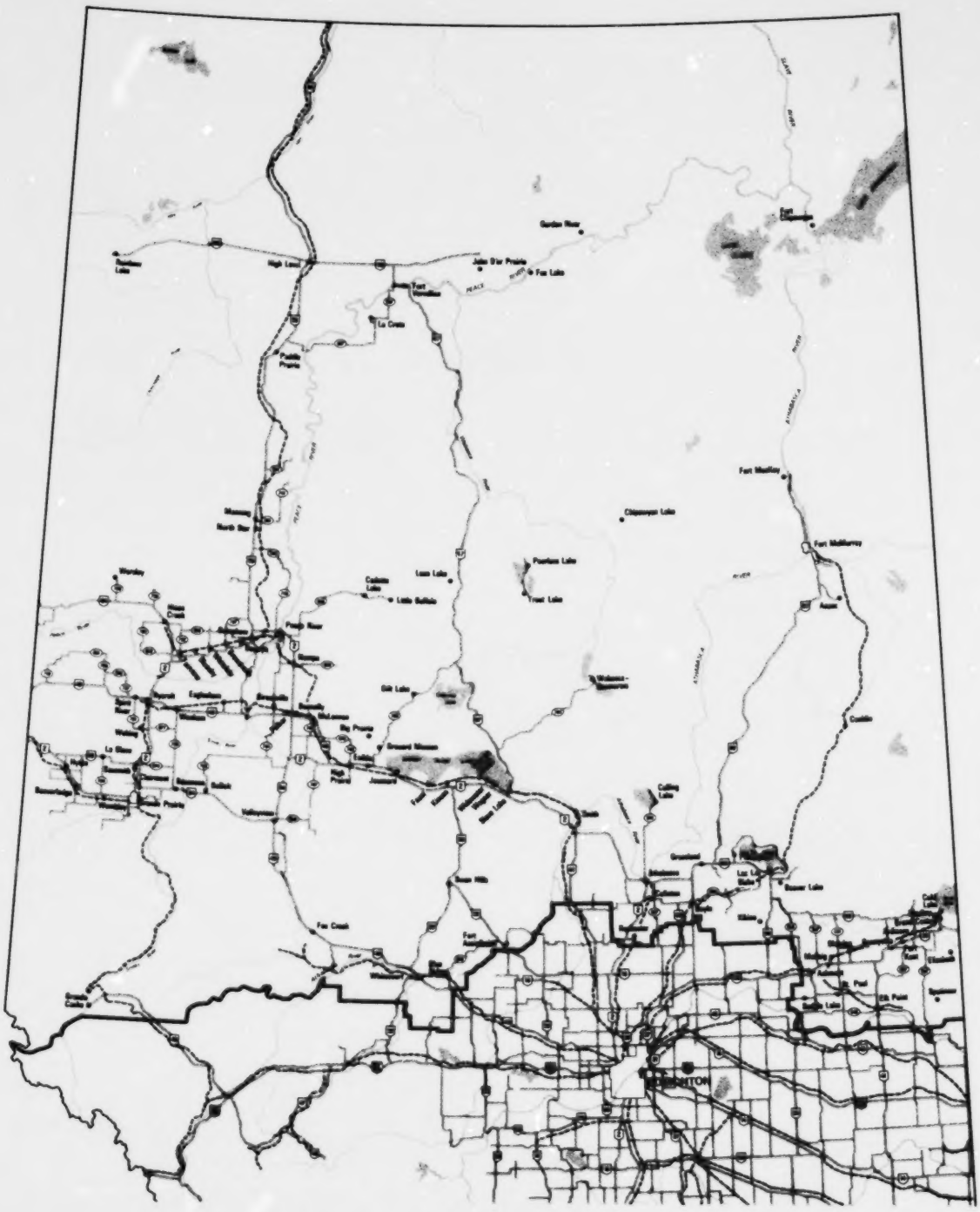
10. The Development of New Agricultural Land in Northwestern Alberta; Woods Gordon and Marv Anderson and Associates Ltd., Edmonton. November, 1983.

11. Extension to Highway 58 to Fort Smith and a Connector to Fort Chipewyan; Northern Development Branch, Peace River. March, 1984.

12. Interagency Coordination Handbook; Northern Development Branch, Peace River. March, 1984.

13. Fort Chipewyan Tourism Industry: A Plan for Development; Manecon Partnership, Edmonton. March, 1984.

14. Early School Leavers in Northern Alberta; HLA Consultants, Edmonton, May, 1984.


Fort Vermilion
Fort Simpson
Fort Smith
Fort Nelson
Fort St. John
Dawson Creek
Grande Prairie
Peace River
Hay River
High Level
Slave Lake
Fort McMurray
Fort Chipewyan
Chipewyan Lake
Peerless Lake
Trout Lake
Lesser Slave Lake
Lac La Biche
Cold Lake
Athabasca
Wabasca
Edmonton
Fort Saskatchewan
Vegreville
Vermilion
Lloydminster
Wainwright
Camrose
Drumheller
Hinton
Edson
Whitecourt
Barrhead
Westlock
St. Paul
Bonnyville
Provost
Oyen
Consort
Coronation
Three Hills
Olds
Didsbury
Innisfail
Red Deer
Rocky Mountain House
Sundre
Banff
Canmore
Cochrane
Calgary
Airdrie
Strathmore
Brooks
Medicine Hat
Redcliff
Bow Island
Foremost
Cardston
Pincher Creek
Fort Macleod
Claresholm
Nanton
Vulcan
High River
Okotoks
Turner Valley
Black Diamond
Taber
Coaldale
Lethbridge
Milk River
Coutts
Waterton Park
Crowsnest Pass
Blairmore
Coleman
Bellevue
Hillcrest
Pincher Creek
Cowley
Lundbreck
Fort Cochrane
Fort Macleod
Stavely
Granum
Barons
Carmangay
Champion
Vulcan
Milo
Arrowwood
Bassano
Gleichen
Strathmore
Chestermere
Langdon
Carseland
Bow Island
Foremost
Manyberries
Orion
Suffield
Medicine Hat
Redcliff
Dunmore
Seven Persons
Irvine
Walsh
Elkwater
Dunmore
Tilley
Bindloss
Hanna
Oyen
Acadia Valley
Youngstown
Veteran
Delia
Morrin
Drumheller
Rosebud
Carbon
Kneehill
Linden
Beiseker
Crossfield
Airdrie
Cochrane
Bragg Creek
Turner Valley
Black Diamond
Okotoks
High River
Longview
Nanton
Stavely
Claresholm
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Pincher Creek
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Waterton Park
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Milk River
Foremost
Bow Island
Redcliff
Medicine Hat
Brooks
Tilley
Bindloss
Hanna
Oyen
Consort
Coronation
Provost

The following is a summary prepared by the
Northern Development Branch
of

Alcoholism: Strategies for Northern Alberta

Authored by: Fresh Start Social Consultants Ltd.
May, 1983

Sponsored by The Northern Alberta Development Council in cooperation with The Alberta Alcohol and Drug Abuse Commission

ALCOHOLISM: STRATEGIES FOR NORTHERN ALBERTA

PURPOSE

The purpose of this study was to review addiction services in northern Alberta and develop service delivery strategies for the future.

BACKGROUND

Addictions, particularly alcohol addiction and abuse, are considered to be a serious problem in northern Alberta. A joint effort on the part of the NADC and AADAC determined to review current services and propose a practical plan for the future.

OBJECTIVES

The overall objective of the study was to identify needs, gaps and suggestions for change with the addiction services. The specific study objectives included:

- preparation of an outline of addiction service programs;
- a discussion of existing and ideal mix of rehabilitation treatment and prevention service;
- recommendation to improve the quality and quantity of resources; and
- identify topics requiring further study and documentation.

METHODOLOGY

The research project was carried out in conjunction with a series of eight community workshops. In addition, numerous interviews were carried out with addiction specialists and community service delivery agents including doctors, clergy, social service workers, and interested individuals. A total of over 600 people were contacted through these methods.

FINDINGS AND CONCLUSIONS

The report's conclusions included:

1. Alcohol abuse in northern communities is a major, if not the major, northern social problem.

2. Alcohol is involved in almost all the social problems experienced by northerners.

3. For professionals delivering a helping service, alcohol causes or complicates many problem situations and becomes a major generator of their workload.

4. While the negative effects of drug use are perceived to be less extensive than alcohol, in some communities the abuse of inhalants and/or other chemcial substances may be as serious as the abuse of alcohol.

5. Any successful attack on alcohol and drug abuse will require a community leadership that is willing to bring uncomfortable issues out into the open.

6. There are an impressive number of social and health services available in the North.

7. Even though there are many excellent northern addiction services, some northern communities have few such services or no regular services.

8. Some form of community interagency group is necessary in all the northern centres.

9. Alcoholics Anonymous is the major non-governmental frontline service in the North.

10. Many helping professionals in communities had inadequate knowledge of the functioning of addictive material or of constructive approaches to the problem of substance abuse.

11. More public education is needed and should include a whole range of information approaches.

12. There is considerable variation in the definition of what constitutes treatment.

13. Special attention is needed to provide information to youth.

14. Communities need to provide attractive non-alcohol alternatives in order to break the well established norm which equates recreation with alcohol.

15. Medical personnel may need to examine their role with seniors and the treatment they recommend.

16. While alcohol is by no means only a Native problem, it is visibly, publicly a very serious Native issue.

17. Native people need to have resources provided to assist their efforts in a way that supports them in taking increasing responsibility for their lives.

18. Various service agencies must clarify their relationship to Native communities.

19. AADAC is a welcome service in the North.

20. AADAC is a key link in dealing with problems relating to alcohol and substance abuse.

21. It is time to develop and describe a northern addictions strategy, including policies regarding the location and operation of existing and planned services.

RECOMMENDATIONS

The report did not outline specific recommendations, but rather identified a strategy for service delivery. The strategy outlines a major goal of increasing community competence in terms of dealing with the use and misuse of alcohol, drugs and other chemical substances. The report also establishes a series of 10 sub-goals, together with a background statement and planning scenario. The sub-goals identified are:

1. To upgrade the addiction-related knowledge and skills of all workers in the helping professions.

2. To increase the level of knowledge held by citizens regarding alcohol, drug and inhalant abuse and to increase their capacity to react constructively within their own community.

3. To upgrade community treatment services.

4. To provide alcohol and drug information and knowledge of addiction services to every school age child in every year of their education.

5. To increase the effectiveness of interagency bodies as they seek to coordinate case efforts and facilitate service delivery within their community.

6. To ensure the hiring and retention of qualified staff for all addiction services.

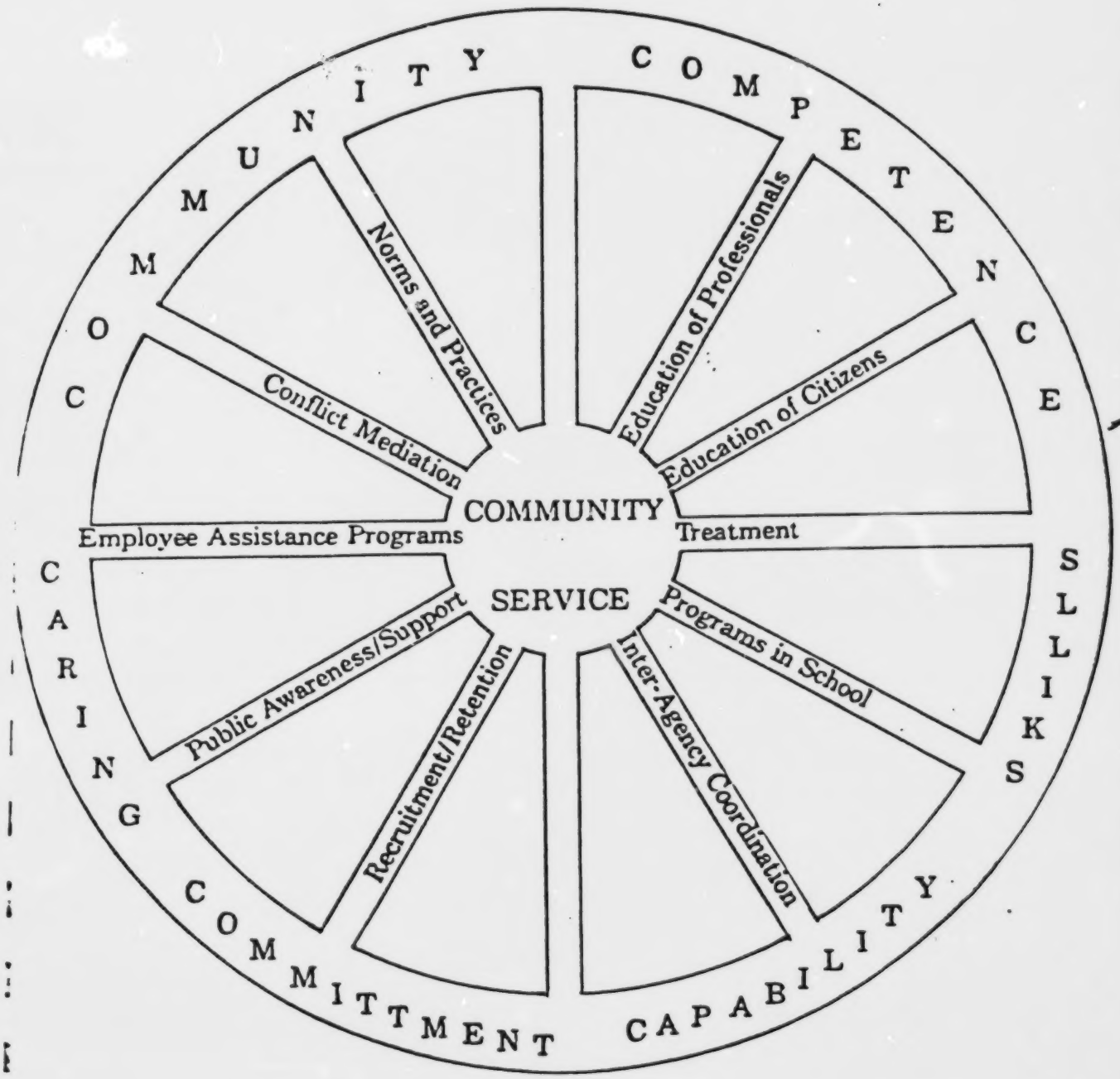
7. To provide general alcohol and drug education for the entire adult community concerning alcohol and drugs.

8. To provide an Alcohol and Drug Employee Assistance Program in every business.

9. To initiate a process of mediation between community groups who are in conflict over some aspect of addiction services.

10. To change existing community norms and practices with respect to alcohol and drug abuse.

The strategies are expressed graphically on the chart on the following page.


COMMUNITY COMPETENCE
COMMUNITY CARING
COMMITMENT CAPABILITY
SKILLS
COMMUNITY SERVICE
Norms and Practices
Education of Professionals
Conflict Mediation
Education of Citizens
Employee Assistance Programs
Treatment
Public Awareness/Support
Programs in School
Recruitment/Retention
Inter-Agency Coordination

The following is a summary prepared by the
Northern Development Branch
of

Profiles of Regions and Smaller Communities in Northern Alberta

Authored by: SATA Systems Ltd.
Edmonton, Alberta
February, 1983

Sponsored by the Northern Alberta Development Council

PURPOSE/BACKGROUND

The research on regions and smaller communities in northern Alberta was initiated in March 1981 by the Northern Development Branch, Tourism and Small Business, on behalf of the Northern Alberta Development Council. The research was an attemot to " fill in " information relating to northern regions and communities that was found to be missing or inadequate. The information is designed to provide greater awareness to groups and individuals in the on-going discussions and planning in the north.

METHODOLOGY

Each profile was developed in a format that inventoried the following information:

- Location/topography and physical features
- Historical synopsis
- Population characteristics
- Economic activities and trends
- Tourist attractions and services
- Physical infrastructure
- Municipal Government
- Financial Data
- Hamlet information
- Government services

The completed research developed information on 15 towns, 14 villages, 3 counties, 5 municipal districts, 10 improvement districts, 21 reserves, 8 settlemnts, 2 communities and 66 hamlets.

PRINCIPAL FINDINGS

The research project had as its purpose the responsibility to develop information of specified regions and communities. There were no general or specific recomendations included. The completed report consists of two volumes of community and regional profiles, along with accompanying maps and photos.

Profiles of Regions and Small Communities in northern Alberta

Northwest Region

Improvement District #15
- Improvement District #15
- Village of Fort Assiniboine

Improvement District #17
- Improvement District #17
- Village of Kinuso
- Village of Nampa
- East Prairie Metis Settlement #4
- Gift Lake Metis Settlement #3 East
- Peavine(Big Prairie) Metis Settlement #3 West
- Wabasca/Desmarais
- Driftpile Indian Reserve #150
- Sawridge Indian Reserve #150G/150H
- Sucker Creek Indean Reserve #150A
- Swan River Indian Reserve #150E
- Utikoomak Lake Indian Reserve #558

Improvement District #18
- Improvement District #18
- Communtiy of Fort Chipewyan
- Town of Lac La Biche
- Village of Plamondon
- Caslan Metis Settlement #7 East
- Elizabeth Metis Settlement #9
- Fishing Lake Metis Settlement #10
- Beaver Lake Indian Reserve #131
- Frog Lake Indian Reserve #121/122
- Heart Lake Indian Reserve #167
- Janvier Indian Reserve #194 & Hamlet

Improvement District #24
- Improvement District #24 (Wood Buffalo National Park)

County of Athabasca #12
- County of Athabasca #12
- Town of Athabasca
- Village of Boyle

County of St. Paul #19
- County of St. Paul #19
- Town of Elk Point
- Saddle Lake Indian Reserve #125
- Whitefish Lake Indian Reserve #128

Municipal District #87 (Bonnyville)
- Municipal District #87
- Town of Cold Lake
- Village of Glendon
- Kehewin Indian Reserve #123

Profiles of Regions and Small Communities in northern Alberta

Northeast/central Region

Grande Prairie County#1
- Grande Prairie County #1
- Town of Beaverlodge
- Town of Sexsmith
- Town of Webley
- Village of Hythe
- Horse Lake Indian Reserve #152B

Improvement District #16
- Improvement District #16
- Town of Fox Creek
- Town of Valleyveiw
- Sturgeon Lake Indian Reserve #154

Improvement District #19
- Improvement District #19
- Village of Eaglesham
- Village of Wanham

Improvement District #20
- Improvement District #20

Improvement District #21
- Improvement District #21
- Village of Hines Creek

Improvement District #22
- Improvement District #22
- Town of Manning
- Paddle Prairie Metis Settlement

Improvement District # 23
- Improvement District # 23
- Town of Rainbow Lake
- Boyer River Band
- Little Red River Band
- Dene Tha- Slaves of the Upper Hay River
- Tall Cree Band

Municipal District #130 (Smoky River)
- Municipal District #130
- Town of Falher
- Town of McLennan
- Village of Donnelly
- Village of Girouxville

Municipal District #133 (Spirit River)
- Municipal District #133
- Town of Spirit River
- Village fo Rycroft

Municipal District #135 (Peace River)
- Municipal District #135
- Town of Grimshaw
- Village of Berwyn
- Duncan's Band Indian Reserve #151A

Municipal District #136
- Municipal District # 136

The following is a summary prepared by the
Northern Development Branch
of

The Over 65 Population in Northern Alberta

Authored by: Northern Development Branch
Peace River, Alberta
February, 1983

Sponsored by the Northern Alberta Development Council

THE OVER 65 POPULATION IN NORTHERN ALBERTA

PURPOSE & BACKGROUND

A growing concern has developed for the elderly segment of society. To a large extent this concern is a result of the more recent recognition of the many problems confronting our older citizens and the realization that Canadian society, like other modern societies, is an aging one. Each year the elderly population increases relative to other age groups.

This report reviews the state-of-the art on aging, examines the demographic characteristics of the Albertan society and reviews present service delivery to seniors with an emphasis on nursing homes. The Northern Alberta Development Council has over the past several years received numerous briefs regarding seniors and the programs available to them. A frame work is established from theoretical and demographic perspectives on the aging processes and the implications for northern Alberta.

PRINCIPLE FINDINGS

AGING - Theoretical Perspectives on Aging

The field of social gerontology has developed several widely accepted theories on aging. The theoretical perspective embraced in these theories may strongly influence the interpretation of factual information about older people, their life experiences and needs.

a) Developmental Perspectives

The developmental perspective acknowledges that aging is a set of multi-dimensional processes (physiological, sociological, and psychological) experienced continuously throughout life.

Sociologically, the typical individual proceeds from the childhood and adolescent stages of the life cycle to a stage of independent living and household formation, family formation, child rearing, empty nest and retirement. Medical and biological evidence demonstrates that physiological functioning declines gradually over most of the adult life span often beginning as early as age thirty. For most people, the basic behavior patterns and ways of life are not dramatically disrupted until the very latest years of life or when one experiences a severe health problem.

Most elderly people are coping with some form of chronic illness (a long term problem), but only a small percentage find themselves seriously debilitated because of these problems. Acute health problems (short term) are more serious for older people because of the cumulative impact of their many physiological declines.

Old age is no longer viewed as a period of senility but rather a period of changing physical ability with several stages within the period. Within this period the elderly require specific needs varying with their stage of biological aging or senescence. Changes in the later stages of senescence (deterioration of critical organs, loss of muscular strength and loss of sensory acuity) can have important implications for health care delivery programs as to the type, variety, frequency, etc.

b) The Social Theories of Aging

The latest stage of life for most old people is characterized by a period of cumulative loss and considerable deprivation calling for major personal adjustments. One of the earliest social views of aging to develop was disengagement theory which encourages withdrawal from society and the community. Activity theory states that people will try to continue living according to the patterns of their middle years, despite the effects of the aging process. Activity theory is a common guide to action programs for the elderly. The principle assumption of the continuity theory is that a person attempts to maintain throughout life familiar and habitual patterns of living; however a person may adapt these patterns to respond to the changes that occur in later life.

c) Conclusions

No one theory can explain aging in today's society. The multi-dimensional development perspective raises the question of the relevance of the variable "age". Although age is the criterion variable that distinguishes this group from the remainder of society, it is clear that all older people do not share the same set of old age experiences, declines and losses.

THE DEMOGRAPHICS OF AN AGING NORTHERN ALBERTA POPULATION

a) Summary for Alberta

Generally, the Alberta population is an aging one (a 16% increase in the 65+ age group from 1976 to 1981). The number of older persons 65 and over will increase dramatically in the next 10-20 years. Women will be more dominant in numbers in the aging population and they will have a longer life expectancy than men. With age the marital status often changes and more older persons may require social support programs due to

live-alone situations. The trend seems to indicate a shift to small urban centers from rural areas plus a greater proportion of older persons living in non-family situations.

All the above factors indicate greater reliance on institutions and the necessity for support programs in non-institutional settings (eg. home care).

b) Demographics of Northern Alberta's Older Population

The age structure of the Alberta population varies spatially as does that of northern Alberta. The NADC area (defined as C.D. 12, parts of 13 and 15) has 11% of its population in the 55+ age cohort; 7% are in the 65+ age cohort, slightly below the provincial 7.3%. Present cohorts of 65+ are comparable to the Alberta average but future projections indicate the possibility of sharp increases within the next 10 years. Many of the small urban centers seem to have excessive older populations possibly indicating a shift from the rural areas to the small urban centers for retirement. The lowest concentration of older persons is found in the resource base communities of the northern areas (eg. High Level and Fort McMurray). As with provincial forecasts, there is a trend towards a greater number of female seniors in the future.

NURSING HOMES

Over the past two years the NADC has received an increasing number of briefs dealing with nursing homes, their operation, and the increasing need for some facilities. The report does not deal with the quality of care in nursing homes, but rather the location and bed numbers in the North. The Alberta Nursing Home Review Panel in its March 1982 Report adequately covers the question of quality of care and identified the following problems:

(1) improper assessment and placement of individuals;

(2) placement and care of residents suffering from mental deterioration or from aggressive psychogeriatic problems;
(3) care given by physicians;
(4) medications;
(5) inadequate staffing levels;
(6) loss of dignity and privacy in the resident's life;
(7) nursing home schedules and physical setting based on the convenience of staff rather than on resident's preferences; and
(8) food and food service.

a) Location and Bed Ratios

There are nine nursing homes in the NADC area with a total of 531 beds. Four nursing homes are privately owned (Athabasca, Bonnyville, Grande Prairie Central Park Lodge and St. Paul). Fairview, Grande Prairie Swan Haven, High Prairie, McLennan and Peace River have district ownership. The number of beds per 1000 population is 43 for the total population; the number of beds per 1000 for the 65+ cohort is 41, below the provincial figure of 44 beds/1000. The northeastern side of the province appears to have a definite shortage in the number of nursing home beds.

Each C.D. (12, parts of 13 and 15) has areas in the percentage of senior populations over the provincial average (7.3%) in the 65+ age cohort.

The following trends which in many cases are particular to northern Alberta are noted:

(1) There is a definite concentration of seniors in smaller rural service centers.
(2) The reserve and Metis areas have a high percentage of senior populations.

(3) The new town and resource areas show at present low senior percentage, but future senior populations could be quite large.

(4) Areas which presently have high senior percentages also have high percentage in the 55-64 age cohort, indicating a future continuance of the high percentage senior cohort.

One can conclude that areas with present below average bed ratios will experience continuing pressures in present service delivery systems. A telephone survey of all nursing homes in the NADC area found that waiting lists at the nursing homes were significant.

Based solely on population distribution and existing beds, there is a problem on the eastern side of the province in that it is under the provincial ratio and under the NADC existing average.

b) Financial Operation of Facilities

All nursing homes receive per diems per bed and no differentiation is made between private and public nursing homes. The per capita expenditure (of total population) for the NADC nursing homes is $17.07 while the provincial figure is $24.24 The Nursing Home Review Panel includes an overview of fees and charges across Canada.

Excessive operational costs may prohibit the construction of new facilities in the future. Demands on existing nursing homes will increase and areas which are not sufficiently serviced at present will undoubtedly experience compounded problems in the future.

c) Report and Recommendations of the Alberta Nursing Home Review Panel (March 1982) and its Implications for Northern Alberta

The Nursing Home Review Panel was established by an Order of Council on April 8, 1981. The Nursing Home Report is an excellent review of the Nursing Home Program in Alberta and proposes 43 recommendations. This report lists the recommendations of the Nursing Home Review Panel and attempts, in the bounds of the report, to identify the implications to northern Alberta.

CONCLUSIONS AND RECOMMENDATIONS

a) Past Recommendations of the Northern Alberta Development Council

The NADC has in the past supported care for the elderly. From several recommendations raised at the Health Needs Conference, the Council has supported a review of the existing system with an emphasis to greater coordination between Home Care and Nursing Homes. These recommendations should once again be forwarded to the appropriate authorities along with support for those recommendations approved of by the Council in the Nursing Home Report.

In light of the foregoing research and documentation, the Council submits the following conclusions:

1. The 'continuity' and 'activity' theory of aging should be the fundamental philosophy behind most government/community senior programs. A proper understanding of a healthy aging process would influence future development of programs be they of a recreational nature, social service-orientated, or institutional.

2. Albertans over the age of 65 are increasing faster as a group when compared to other age groups. The same applies to the over 55 age cohort. These trends hold true for northern Alberta as well. Government policy makers must seriously consider this phenomena if adequate extended care and community support services are to be in place in the years ahead.

3. The number of nursing home beds per senior citizen population has been on the decrease as the number of seniors increases. The northern ratio is behind the provincial average.

4. Planning for service deliveries to seniors must also take into consideration the present population breakdown in each community. A spatial cohort analysis will provide key information regarding the size of the 55+ group presently living in a number of northern areas. The NADC forecasts that the present ratio of beds for the senior citizen population will likely worsen in the years ahead thus, creating an even greater north-south imbalance. This could be partially prevented if future aging trends were considered on a community or sub-regional basis.

5. The NADC commends government for initiating the Nursing Home Review Panel. As a Council, they support all of the recommendations. However, the following recommendations of the panel are considered a priority:

    1. System Review
    4. Rehabilitation
    5. Privacy
    6. Physician Services
    9. Palliative Care

10. Food
11. Recreations
15. Registered Nursing Assistants
19. Location of Facilities
22. Nursing Home Acts and Regualtions
23. Inspections and Enforcement
25. Coordinated System of Care
26. Multi-Disciplinary Assessment Team
27. Coordinator(s) of Continuing Care Services
35. Sponsorship and Advocacy
36. Family and Commuity Support Programs
38. Physical Planning
39. Eligibility for Coordinated Home Care

6. The Council has no comments or suggestions regarding the quality of care in public/private/voluntary nursing homes. However, the Council feels that if proper guidelines and objectives are established in each facility and if adequate follow-up monitoring procedures are practiced, high standards of care are indeed possible.

Old age need not be a period of withdrawal and alienation, but rather a period of creativity with the freedom to complete life's goals -- a golden era. Our future senior populations, simply based on numbers, will be a dominant group and no longer a silent minority. It is a responsibility of the NADC to see that the needs of northern seniors are on equal par with the remainder of the seniors in the province and that they have adequate programs to meet their needs.

The following is a summary prepared by the
Northern Development Branch
of

Opportunities for the 80's: A Community Study for Swan Hills

Authored by: Peter C. Nichols
Nichols Applied Management
Edmonton, Alberta
April, 1983

Sponsored by the Northern Alberta Development Council

PURPOSE AND BACKGROUND OF STUDY

In April 1982 the Swan Hills Community Enhancement Advisory Committee was established for the purpose of developing a socio-economic strategy which would address a number of concerns faced by the community.

In September 1982 the committee proposed that a community development study be carried out with the assistance of consultants. The primary objective of the study was to identify appropriate economic development strategies and implementation of action programs which would strengthen and expand the local economic base. A number of subsidiary analyses of the Town's socio-economic structure and its services, facilities and infrastructure were also considered to be necessary.

SPECIFIC OBJECTIVES

- Beautify Town's visual appearance.
- Study community's social needs.
- Promote local spending through a business improvement program.
- Promote tourism by exploiting outdoor recreation amenities and regional opportunities.
- Encourage local business to expand (new production lines).
- Reduce land prices in Town.
- Develop a marketing program which promotes Swan Hills as a locational alternative for new light and medium industries.
- Work cooperatively with resource companies and other locals to develop housing programs which will encourage home purchase by employees.

- Encourage development of alternate forms of rental accommodations to appeal to a wider cross-section of households.

- Continue efforts to ensure that the proposed hospital facility is developed within the community.

- Evaluate the feasibility of building a high school in Swan Hills.

METHODOLOGY

A study team met periodically with the advisory committee to review progress and findings, and to discuss future study directions and research. An initial meeting was held at Swan Hills on October 21, 1982 to finalize terms of reference, identify possible data sources, interview contacts and to obtain initial observations of committee members. There were also interviews conducted with individuals knowledgeable about the growth and development of Swan Hills.

On November 18, 1982 a preliminary assessment of local assets and liabilities, and socio-economic deficiencies of needs was prepared and presented to the committee. A draft outline of proposed household and business survey questionnaires were also reviewed. Over the next eight-week period, the local household and business surveys were carried out and the responses tabulated and analyzed.

On January 20, 1983 survey findings and a draft promotional brochure for the Town were presented to the advisory committee. A draft report encompassing all elements of the study was submitted to the committee for its review and comments and discussed at a meeting in Swan Hills, March 17, 1983. The necessary revisions were carried out and incorporated in the final document.

PRINCIPAL FINDINGS

The consultants identified the community's assets and liabilities. Presented below is a summary of both. The reader is cautioned and encouraged to review the text.

Major Local Assets:

- Positive social and demographic features, marked by a young, active population and a friendly small town atmosphere.
- An attractive physical environment, particularly in the context of the outdoor recreational amenities and opportunities in the region.
- An abundant supply of lands to sustain immediate longer term development.
- Factors conducive to new retail and service trade development, including the relatively high household incomes, limited competition in the commercial sector, and the distances to major shopping facilities.
- A reasonably long-term horizon for regional oil and gas reserves, and future coal development opportunities.
- A high standard of local facilities and services, which include a new airport and utilities system.
- An active local interest in promoting economic growth and development.

Mitigation of Liabilities:

- Undertake more detailed analysis of community social needs, possibly culminating in a family and community support services program.
- Improve the visual appearance of the Town.
- Undertake a local Business Imporovement Program which may increase local shopping by community residents.

- Promote tourism by exploiting outdoor recreational amenities and opportunities in the region.

- Encourage local business to develop new product lines and markets.

- Take measures to reduce the prices of industrial and commercial land in Town.

- Develop a marketing program which promotes Swan Hills as a locational alternative for new light and medium industries.

- Work with resource companies and local employees to develop housing programs which will encourage home purchasing by employees.

- Encourage development of alternative forms of rental accommodations to appeal to a wider cross-section of households.

- Continue efforts to ensure that the proposed hospital facility is developed within the community.

- Evaluate the relative merits and implications of a local high school and assist local residents to reach a decision regarding such a facility.

STRATEGIC RECOMMENDATIONS

A set of development strategies and action plans were developed for the Committee which would facilitate implementation and follow-up. They are summarized below by major topic.

Residential Development

- Promote the community as an attractive place to live.

- Undertake an on-going program to provide local services and facilities consistent with the requirements of the local population and the financial resources of the community.

- Promote on-going improvements to the regional transportation system linking Swan Hills to Kinuso and Whitecourt.

- Encourage the implementation of physical improvements to the southern entrance of the town and the older industrial area.

- Encourage visiting businesses in the community to expand locally and assist in promoting the location of new businesses in Swan Hills.

- Encourage new or modified housing programs by those employees now providing housing to their employees on a subsidized basis.

- Encourage development of alternative housing types in the community. New rental accommodation for lower and lower-middle income households may reduce the preponderance of mobile homes in the local housing market.

Commercial Sector

- Identify needed and potentially viable retail and service businesses and make the opportunities known to prospective investors.

- Encourage the development and implementation of a local Business Improvement Program.

Industrial Development

- Promote an awareness that Swan Hills offers an alternative industrial location in the region.

- Direct marketing efforts toward industries and institutions which have menial transport requirements and do not rely on rail shipments.

- Explore potential means of reducing land prices (industrial).

- Encourage selected institutional projects and unique industrial developments.

- Encourage diversification within the oil and gas sector but beyond field production and oil servicing activities. In this context, the development in Swan Hills of industry sales and service branch offices and administrative functions should be actively supported.

Recreational & Tourism Development

- Market the community as an outdoor recreation centre and feature this aspect in the Town's industrial development activities.

- Ensure that the Town is adequately featured in provincial and regional tourism -- visitor guides and publications.

- Through government agencies, encourage the development of outdoor recreational facilities.

- Investigate the feasibility of hosting "special events" to reinforce the Town's image as an outdoor recreation centre.

The following is a summary prepared by the
Northern Development Branch

Feasibility Study - High Level Aircraft Repair and Maintenance Facility

Authored by: Hickling - Johnston Ltd.
Strategic and Organization Consulting
Edmonton, Alberta

1983

Sponsored by the Northern Alberta Development Council

BACKGROUND AND PURPOSE

Interested citizens of High Level, who had been meeting to determine ways and means of developing an aircraft repair and maintenance facility, sought assistance from the Northern Alberta Development Council to conduct the necessary research. A consultant was hired to identify the likelihood of such a facility being feasible and successful, and also to obtain a better knowledege of potential competitors and an understanding of the financial considerations.

OBJECTIVES

Interviews were held with members of a review committee. From there the consultant was directed to:

- develop a profile of the type of operation that should be developed;
- define the operational requirements of the facility according to:
    - the servicing of small aircraft;
    - the provision for repairs;
    - the most common types of planes in the market area;
    - support or at least one senior mechanic and two apprentices;
    - major "rebuilding" work on damaged or wrecked planes;
    - local resources, such as nearby Footner Lake.

METHODOLOGY

Consultant activities included:

- a review of the physical site;
- interviews with potential supporters of the facility;
- review of Ministry of Transport data;
- interviews with potential users (commercial & private);
- interviews with insurance adjusters;
- interviews with other operators.

It was found early on that some data was not readily available and some was not available at all.

PRINCIPAL FINDINGS

Research showed that:

- Cessna 172's are the most common plane in the area (northern B.C., Alberta and Saskatchewan; Yukon, Western N.W.T.). Cessna 185's are flown more than any other plane;
- the "average" Canadian aircraft is flown an average of 170 hours per year;
- Cessna 850's are highly used in the Northwest Territories, with a average of 365 hours per year, compared to an average of approximately 230 hours for the rest of Canada;

- a detailed review of commercial use indicated that commercial hours flown will fluctuate between 400 and 500 hours per year while private operators fluctuate between 90 and 160 hours per year;
- the hours logged by commercial operators in Alberta are higher than in Canada as a whole and the Yukon and Northwest Territories;
- overall the "average" cost maintenance for a plane is $2000.00 per year;
- overall the "average" cost of repair work for a plane is $800.00 per year;
- the total demand of aircraft maintenance and repair in the northern market area, for over 2100 registered planes (1983) is $6,000,000.00;
- a new facility should be able to draw over 7% of the available demand, or at least $450,000.00 in revenues each year;
- all operators of airplanes in the area are by one means or another getting adequate maintenance for their aircraft;
- although many aircraft buyers are loyal to their current maintenance facility, an equal number, if not more show a tendency to look around for the best services for the money;
- there is a strong tendency not to fly farther north for aircraft services;
- facilities which provide repair services are scarce;
- the level of aircraft activity has dropped off in the last two years and aircraft movements closely correlate with the level of oil activity in the area;
- during 1981, levels of demand dropped off significantly in the Northeast position of B.C. and in the Grande Prairie area;

- o the vast majority of small aircraft operators are more sensitive to price than they are to levels of service; i.e.; turnaround time on servicing and the convenience of the service shop's location.

RECOMMENDATIONS

The consultant recommends that:

- o the community should proceed with the development of a new repair and maintenance facility;
- o the developer should accumulate a better understanding of the nature of the potential buyer;
- o the facility should draw upon buyers from other areas if activity in oil industry is down.

The following is a summary prepared by the
Northern Development Branch
of

Fire Prevention Model for Northern Alberta

Authored by: Hickling - Johnston Ltd. and
W.J. Page and Associates. Ltd.
Edmonton, Alberta

June, 1983

Sponsored by the Northern Alberta Development Council

BACKGROUND AND PURPOSE

A number of deaths caused by fire in northern Alberta lead to several briefs to the Northern Alberta Development Council on the lack of fire protection in the north, especially in the smaller, remote communities. Council had its staff prepare a background report on the severity of the problem and on the need for a research investigation. It was concluded in the staff report that fire protection and fire prevention were inadequate in northern Alberta. The report further concluded that research was required to determine a more exact level of service, existing and required, and a means to improve the service. Council's decision was to finance research under the auspices of the Alberta Fire Chiefs Association, who had been one of the major authorities to present their concern and interest on the issue to Council.

OBJECTIVES

The study was designed to:

- o review relevant literature and assess historical and current data;
- o to determine mechanisims for reducing fire risks in a cost effective manner;
- o to develop a model for fire prevention in northern Alberta;

METHODOLOGY

A representative steering committee was set-up to manage the research project. A consultant was hired. Agreement was reached on a process that included three phases of research:

1. situation analysis - establishing the current context;
2. relationship development - determining the dependent and independent variables in fire protection and prevention in northern Alberta;
3. model specification - designing a practical model for fire prevention.

Principle Findings

- o A statistical review demonstrates impacts of fire to be significantly greater in northern Alberta than in southern Alberta (see table 1).
- o Fire related services include both protection and prevention, but a focus should be given to prevention for the north.

TABLE 2
COMPARISON OF FIRE PROTECTION IN
NORTHERN VERSUS SOUTHERN ALBERTA

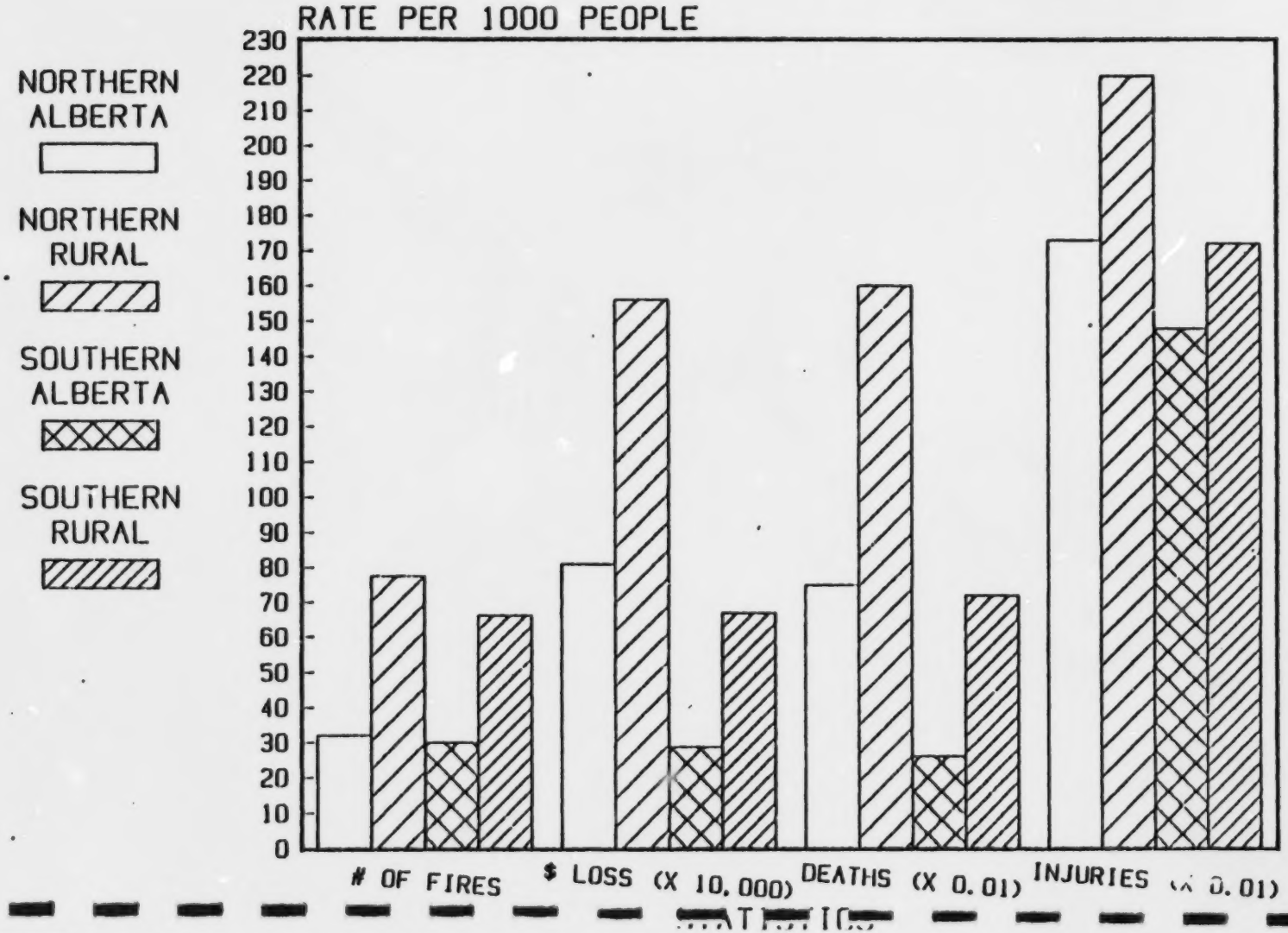
- Size And Value Of Fire Services -

Area	Number Of Vehicles	Per 1,000 People	No.Of Fire Station Bays	Per 1,000 People	$ Value Of Capital Equipment And Facilities Per Person
Total North NADC Area	131	0.599	143	0.654	$102.
South Sample Area	121	0.698	124	0.715	$116.

TABLE 1

FIRE STATISTICS 1971-82

ALBERTA-NORTH, SOUTH, N. &S. RURAL



- Similar situation reviews, coupled with extensive literature reviews, focus a fire prevention model around education, supported by existing legislation and enforcement.
- The proposed fire prevention model for northern Alberta emphasizes a school - based program (see figure 1).
- Additional fire prevention model elements include community programs and adult education:

GOALS

- Reduced Incidence
- Reduced Impact

COMPONENTS

- Community
- Equipment
- Operators
- Facilities

ELEMENTS

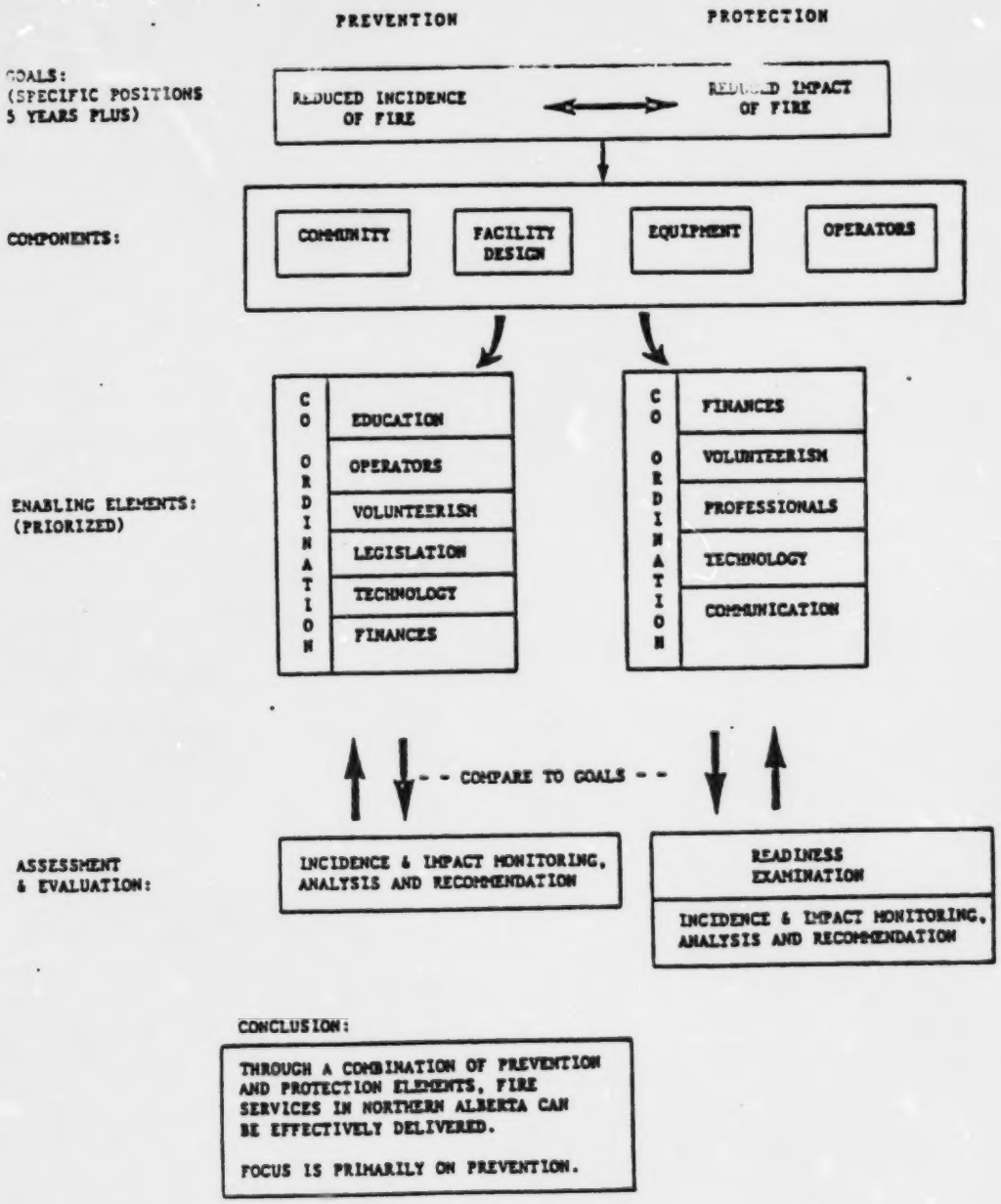
Element	Proposed Activity
Education	o Basic Education: - Fire and Fire Safety (K-3); expansion to Grade 12 over time - Integration to Health/Safety Program o Community Education: - Community Club Program - Advertising - Home and School - Follow-up to Home Inspections
Operators	o Regional Fire Liaison Officers: - Community Based - Liaison to Alta Fire Prevent.Officers - Key School Interface o Alberta Fire Prevention Officers: - Facility Design - Customer Education on Products - Institutional Inspections

	o School Board: - Policy Direction o Teachers - Fire & Fire Safety Delivery - Ongoing Course Integration o Fire Personnel
Community	o Community Club Programs: - e.g. Fire Week; Speaker Program o Church Programs o Health Unit Contact Program o Community Organizations o R.C.M.P.
Volunteerism	o Home Inspection Program o School Program Assistance o Community Organization Leadership
Legislation	o Alberta Building Code o Fire Prevention Act
Technology	o Smoke Detector and Fire Extinguisher Program o Product Education at Point of Sale o "911" System o Emergency Life Support System

- Administration of the suggested fire prevention model demands additional staff and funding to ensure success.
- The cost of the new model and the apparent need for a rural - northern emphasis suggests a phased approach should be taken.

FIGURE 1

A FIRE PREVENTION AND PROTECTION MODEL



CONCLUSION:

THROUGH A COMBINATION OF PREVENTION AND PROTECTION ELEMENTS, FIRE SERVICES IN NORTHERN ALBERTA CAN BE EFFECTIVELY DELIVERED.

FOCUS IS PRIMARILY ON PREVENTION.

The following is a summary prepared by the
Northern Development Branch
of

A Study of Factors Affecting the Supply of Physicians and Dentists In Northern Alberta to Aid in Developing Recruiting Strategies

Authored by: Hickling-Johnston Ltd.
Strategic and Organization Consultants
Edmonton, Alberta
June, 1983

Sponsored by the Northern Alberta Development Council

BACKGROUND AND PURPOSE

The delivery of health services to residents of northern Alberta has been a matter of concern to communities in the north, and consequently has received much attention and scrutiny by many agencies including the Northern Alberta Development Council. A considerable volume of literature on the subject suggests a shortage of medical and dental personnel in northern Alberta, however, the nature and extent of underservice is unclear. Moreover, factors which affect the recruitment and retention of health professionals have been examined with a view to suggesting remedies for those regional disparities that do exist. Factors of interest include:

- o Lifestyle
- o Nature of the professsional practice;
- o Income potential;
- o Cost of professsional practice.

A consultant was engaged to conduct a study of the above factors to assist the Northern Alberta Development Council in developing possible improvements to recruitment efforts as well as possible incentives which can be provided to attract health professionals to northern Alberta.

OBJECTIVES

The consultants were directed to:

- o complete a review of the literature on physician/dentist placement in Alberta, Canada and the U.S.;

- o to assemble data on costs for medical/dental practices and physician/dentist incomes for northern Alberta, and Alberta generally;

- o to determine factors affecting physician/dentist placement in northern Alberta, and Alberta generally:

- o to obtain opinions from practitioners in northern Alberta, and Alberta generally; and
- o to report on the findings and analyses.

METHODOLOGY

It was known very early into the study that data would be hard to obtain, at least data specific to a community or even an area. Therefore, the consultants used the opinions of practitioners to corroborate data collected and vice-versa. Where possible, factor analysis was conducted to indicate common patterns. Data was sought from:

- o an extensive review of the literature;
- o available files;
- o billing records of the Alberta Health Care Insurance Plan;
- o personal interviews; and
- o telephone interviews.

PRINCIPLE FINDINGS

1. Availability of Health Services

Clearly, emotions run high on the issue of medical and dental servicing. Level of service is currently inequitable and smaller communities espeically experience daily the consequences of regional disparities. Nevertheless, the A.M.A. Report (1978) states, "to our knowledge, there are no clear figures of a possible medical manpower shortage or maldistribution in the Province, let alone any projections for the future". If incentives are considered, there appears to be little justification for their being applied to the NADC area as a whole, but rather to specific sub-regions suffering the greatest underservicing. Implementation would require a complex formula, taking into account many local factors. The British Columbia Incentive Program may act as a model.

The consultants concluded the following for:

(a) Dentists:

- o Maldistribution of dentists is a problem of provincial more than regional proportion;
- o Comparisons of dentist-to-population ratios between northern communities (or sub-regions) and individual southern areas can be misleading;
- o Use of the provincial non-metropolitan service ratios of one (1) dentist to 3,304 appears most appropriate as a target ratio;
- o Three of the six study catchment sub-regions in the NADC area are currently poorly serviced using the above standard;
- o The population base outside the six catchment sub-regions is too small to support dental practices;
- o Requirements are as follows:

Catchment Sub-region		Dentists Needed To Approach Standard	Status
I	High Level-Rainbow Lake-Fort Vermilion	3	Urgent
II	Peace River-Fairview-High Prairie	3	Low
III	Slave Lake-Whitecourt	3	Moderate

- o The recent historical rate of establishment of dental practices in northern Alberta suggests the problem might self-correct in three (3) to five (5) years.

(b) Dental Specialists:

- o Orthodonists appear to be the only dental specialists likely to establish in the NADC area.

(c) Physicians:

- o As with dentists, maldistribution of physicians is a problem affecting communities throughout Alberta;
- o One-to-one comparisons of doctor-to-population ratios between northern and southern communities can be misleading;

- o Two standards are available to define service adequacy:
  - The A.M.A. definition of underservice ... 1:2000; and
  - The provincial non-metropolitan mean doctor-to-population ratio ... 1:1150.
- o Study catchment sub-regions with ratios poorer than the A.M.A. standard can be considered urgently in need of additional doctors;
- o Ratios between the A.M.A. and provincial rate should be considered undesirable but not critical shortages:
- o Accordingly, the following appears to be the need for general practitioner physicians in the NADC area:

Catchment Sub-region		Dentists Needed To Approach Standard	Status
I	High Level-Rainbow Lake-Fort Vermilion	3	Moderate
II	Peace River-Fairview-High Prairie	6	Moderate
III	Slave Lake-Whitecourt	4 9	Urgent Moderate

(d) Medical Specialists:

- o No universal standards appear available by which to evaluate the availability of medical specialists;
- o The use of the overall provincial ratio of specialists-to-population is the only benchmark available;
- o There are ten (10) medical specialties which may be viable in the NADC area:

1. Anaesthesia
2. General Pathology
3. General Surgery
4. Internal Medicine
5. Obstretrics and Gynaecology
6. Opthamology
7. Orthopaedic Surgery
8. Pediatrics
9. Psychiatry
10. Diagnostic Radiology

- o The NADC area appears poorly serviced by specialists compared to the provincial average.

2. Income and Cost Factors

Dentists:

- o Gross income potential for dentists is higher for the NADC area than in metropolitan centres;
- o Costs of living and practicing dentistry appear generally higher (0 to 18%) in the NADC area compared to other areas of the province;
- o Net netcome potential for dentists is higher in the NADC area than in metropolitan centres.

Dental Specialists:

- o Where study catchment area population base is sufficiently high (e.g., Fort McMurray and Grande Prairie), there appears to be good income potential for orthodontists.

Doctors:

- o On average, income from A.H.C.I.P. has been consistently higher for general practitioners in the NADC area than elsewhere in the province;
- o Costs of living and practicing medicine appear higher (0 to 18%) in the NADC area than other areas of the province:
- o Net income potential for general practitioners is substantially higher in the NADC area than most other areas (up to 37% higher);
- o Higher income potential is based on long hours and hard work.

Medical Specialists:

- o Income potential for the previously identified specialists is likely higher in the major centres of the NADC area.

3. Other Factors Affecting Medical Practice

- o Non-metropolitan practice (medical and dental) offers greater variety, scope and challenge than does metropolitan practice;
- o Slower pace, friendliness, less commuting are lifestyle advantages widely reported by our contracts;

- o Higher prices, community "visibility", social and cultural isolation, lack of opportunities for spouse and weather were lifestyle drawbacks identified:

- o Professional isolation, long working hours, lack of replacements (locums) for time off and lack of diagnostic facilities are drawbacks of professional practice in the north.

4. Possible Alternatives

- o The current NADC bursary program is infrequently used by medical or dental students;

- o The experience of other jurisdictions is that bursaries are largely ineffective as bursary recipients "buy out" or forfeit on service requirements;

- o Establishment grants and guaranteed incomes have been widely and apparently successfully used elsewhere;

- o Fee differentials have recently been implemented in Quebec and British Columbia. Little evaluation has been conducted regarding the success of these programs in combating regional disparity;

- o Programs aimed at newly established doctors or dentists which ignore existing practitioners can be expected to be met with resentment by practitioners already in the area;

RECOMMENDATIONS

1. Availability of Health Services

(a) Dentists:

- o The NADC should monitor the distribution and availability of dentists to ensure that the regional inequities abate;

- o The NADC should assist local communities in publicizing the need for, and opportunities for, dental practices in specific northern communities;

- o If consideration is given to providing incentives to dental general practitioners, programs should be on a province-wide basis, not regionally restricted to the NADC area.

(b) Dental Specialists:

- o The NADC should publicize the need for, and opportunities/ advantages of specialty practice in communities such as Grande Prairie or Fort McMurray;

- o The NADC should meet with dentists in general practice in Fort McMurray and Grande Prairie to discuss the need for orthodontists and, if required, recruitment strategies;

- o Consideration should be given to financial or other incentives to orthodontists.

(c) Physicians:

- o Consider alternatives which can attract physicians to needy areas throughout the province.

(d) Medical Specialists:

- o The NADC should concentrate efforts on the ten (10) medical specialties listed above;

- o Thorough analysis should be undertaken of the distribution and client bases required to support each specialty;

- o Group 4 hospitals (100-299 beds) should be established where Study catchment area populations will support specialists;

- o The NADC should coordinate recruitment efforts with hospitals in the NADC area;

- o Consideration of all alternatives be given to attracting specialists to the area.

2. Attractions and Drawbacks

- o The NADC should publicize the advantages (financial and lifestyle) of northern practices;

- o The NADC should, in association with relevant professional bodies, consider sponsorship of conferences and workshops to increase professional contact for the practitioner in the north;

- o The NADC should examine feasibility of upgraded communication facilities to enable teleconferences as a mode of "peer communications" for practitioners in the north;

- o The NADC or other body should promote the establishment of a "locum tenen" pool to provide relief to hard worked doctors.

3. Possible Alternatives

- The current bursary program should be examined to determine its effectiveness in attracting personnel to the NADC area;
- If proved effective, the program should be publicized more widely and possibly expanded;
- The NADC should avoid providing grants to practitioners to establish practices which compete with existing professionals not receiving incentives;
- The NADC should investigate the viability of offering incentives to existing practitioners or group practices in under-serviced areas to aid them in attracting new members of the practice;
- Fee differentials will be most equitable, effective and likely to receive support od decision-makers if it is a province-wide program. The NADC should establish necessary contacts to investigate the viability of a province-wide scheme;
- The NADC should coordinate recruiting efforts with professional bodies (A.M.A., A.D.A., College of Physicians and Surgeons), universities and hospitals.
- The NADC should consider sponsoring a "medical tradeshow" in which NADC area communities can communicate to graduating medical students the advantages of northern practice.

The following is a summary prepared by the
Northern Development Branch
of

Employment Alternatives and Social Assistance In Smaller Northern Alberta Communities

Authored by: Dr. George Kupfer and Lorraine Fearn-Kupfer
Fresh Start Social Consultants Co. Ltd.
Edmonton, Alberta
September, 1983

Sponsored by the Northern Alberta Development Council

BACKGROUND AND PURPOSE

Prior to 1950, there were few Native people with the problems of alcohol and drug abuse, unemployment, low levels of education and health care. However, a change in the economy brought a change to the Natives.

During the 1950's, government re-organization in timber management made it unprofitable for small saw mill operations. During the 1960's many northern fish plants closed. Oil exploration in northern regions and the development of tourism created jobs, but these did not necessarily benefit Native people. By 1965 it was noted that 90% of the northern Alberta Natives were unemployed or underemployed. In the 1970's, government became more sensitive to the need for education and health care upgrading for Natives and developed programs to improve housing, roads and job skill training. By 1980, a broadly based study by the federal Department of Indian and Northern Affairs, called Indian Conditions: A Study, showed that the plight of Native people was still serious.

The Northern Alberta Development Council wanted to respond to concerns raised about "welfare" by conducting an examination of possible employment alternatives to social assistance. A consultant was hired to review "the system" and prepare a report that would provide a basis for a process through which some communities, primarily communities with little or no economic base, could design an approach to their employment and social assistance problems.

OBJECTIVES

The consultants were directed to:

- examine present social assistance programs;
- examine ideas and programs which have sought to deal with social assistance differently; and
- develop a series of general suggestions which could indicate the basis on which the present system might be altered in practical ways.

METHODOLOGY

A work plan was established and approved by the Northern Development Branch, based on preliminary readings and discussions. The plan included a more thorough review of the literature and interviewing people involved in the "welfare system", either in designing, administering, analyzing or changing the system. The consultants were also free to discuss the larger issues of the current high unemployment, northern job creation programs and industrial development, but these were seen as complementary to the main objectives. Suggestions to modify the welfare system were made, to be presented to the Northern Alberta Development Council, government departments and to individuals and communities in northern Alberta for their consideration and critical review.

The researchers began their analysis with an identification of facts, impressions and assumptions on welfare communities and welfare recipients.

PRINCIPLE FINDINGS

- The indiscriminate use of welfare is making Native people dependent on the system. In 1964 an estimated 36% of the Indian population received social assistance; by 1977-78 between 50-70 percent received social assistance.

- Indian living conditions have improved significantly over the past 20 years, although standards are not yet up to national trends.

- There were various reasons given for these conditions including: lack of an independent economic base in Indian communities; too rapid development after years of isolation and political dependence; government programs, and particularly social assistance, which have tended to reinforce a sense of dependency.

- People felt that the positive change in Indian political organizations and improved self-image over the last few years would lead to an improvement in social and living conditions.

- In 1964 the survey of "Contemporary Indians of Canada" estimated that approximately 36% of the Indian population was supported by social assistance compared to 3.5% of the national population.

- Use of social assistance by Indians on a per-capita basis was 22 times greater than for non-Indians.

- The quality of social assistance for Indians is lower than for non-Indians.

- The high proportion of Indians using social assistance suggests that it is frequently used as an alternative to employment on reserves and as income supplement for those pursuing traditional lifestyles.

- High levels of social assistance were in existence in many northern Alberta communities even during the days of high economic activity.

- There are many smaller northern Alberta communities located in areas where insufficient economic activity yield little for the residents.

- Most of the people in these communities want to stay where they are.

- There are publicly-sponsored educational and employment opportunities for the residents of these ecnomically-depressed communities, as well as services to assist people from these smaller communities to make a transition to larger communities.

- In recent years various energy-related industries have sought to develop expertise and programs to involve northern Native residents in their economic activity.

- Many northern residents and many northern communities rely heavily on social assistance.

- A major, compounding factor is the abuse of alcohol and other chemical substances.

- A recent study, concerning Native people living in the major western Canadian cities, come to many of the same conclusions; i.e.

    - the pattern of employment for urban Natives in the west appears to be quite unstable;

    - extreme disparity exists between the household incomes of urban Natives in the west and those of the general populations of the major western centres; and

    - most ubran Native households in the west are dependent on transfer payments of some type.

The remaining bulk of their report analyzes in detail the history and trend of social assistance in Canada, the Canada Assistance Plan -- the major program in Canada for social assistance, and alternatives to social assistance in Canada. Twelve employment programs are described, with suggestions for application to welfare-oriented communities in northern Alberta. They conclude their analysis with eighteen observations essential to further research and debate and a list of six elements essential to the application of community option programs:

- innovative and imaginative adaptations to the community;
- community involvement;
- a high level of government commitment and coordination;
- a re-definition of work;
- adequate income and income supplements; and
- comprehensive training and support.

RECOMMENDATIONS

- there should be meetings with the Northern Development Branch and the Northern Alberta Development Council to discuss this report and to set the approach and priorities for follow-up activities;

- there should be workshops to which selected, knowledgeable people would be invited;

- a conference with delegates from all northern Alberta communities (meeting certain criteria) should be called; at that meeting the topic of welfare alternatives would be introduced and a set of alternatives presented;

- the NADC should seek to bring all the government actors together with any community wishing to deal with welfare alternatives in an innovative and constructive way.

The following is a summary prepared by the
Northern Development Branch
of

Survey of Community Interests and Concerns With Respect to "A Road Development Proposal for North Central Alberta"

Authored by: Manning Consultants Ltd.
Edmonton, Alberta
October, 1983

Sponsored by the Northern Alberta Development Council

BACKGROUND AND PURPOSE

Early in 1983, representatives of the Slave Lake Chamber of Commerce and Town of Slave Lake met with the Minister of Transportation to urge the development of an all-weather road from Wabasca/Desmarais through Buffalo Creek to Chipewyan Lake.

The Minister expressed interest in this proposal, but suggested that the necessity of such a road would be dependent upon the future plans of the resource companies operating in the area. The Minister further suggested that the Slave Lake representatives should attempt to get together representatives of the oil and gas companies operating in the area to ascertain their future plans and the relevance of an all-weather roadway to future development.

The Slave Lake Chamber of Commerce and Town of Slave Lake requested Manning Consultants Limited to assist in organizing the meeting with oil and gas companies. This meeting was held on April 12th in Calgary, and was attended by representatives of eight resource companies and a representative of Alberta Transportation. On May 3rd a follow-up meeting was held.

As a result of these meetings, it became clear:

- that an all-weather road network totalling almost 500 kilometers would be required to significantly improve access to the oil and gas properties currently under exploration and/or development in the subject area;

- that due to the economic recession, the current state of natural gas markets and the financial position of some of the companies, innovative financing concepts would be required to facilitate construction of such a network at this time.

Subsequent to the April 12th and May 3rd meetings, Manning Consultants Limited drew up a "Road Development Proposal for North Central Alberta" (dated July 15th, 1983) which attempted to define a course of action which would satisfy the interests and incorporate the ideas of the parties attending the meetings.

The principal features of the Manning proposal are:

1. A 495 kilometer all-weather road network would facilitate accelerated natural gas and heavy oil development in the north-central Alberta area. The proposed road network generally conforms to the road alignments preferred by Alberta Transportation. It would provide improved access to the oil and gas properties of the 45 to 75 companies with interests in the subject area and would provide an all-weather interconnection between the communities of Wabasca-Desmarais, Chipewyan Lake, Fort McMurray, Sandy Lake, Calling Lake and Athabasca. The network would also provide all-weather access into the subject area for the oil and gas servicing businesses located in Slave Lake.

2. In order to facilitate the financing of the road network, it was proposed that a leasing company named North Central Road Developments Limited be formed to accomplish the following:

   - raise an initial $55 million in long-term financing from private sector lenders to construct the proposed network over a five-year period;

   - secure an agreement with the Government of Alberta to buy back the constructed road network at an agreed-upon price within ten years;

- o secure an agreement with the Province to cost-share the maintenance and administration of the road network on a 50-50 basis;

- o secure lease agreements with potential users of the network, at lease rates sufficient to cover the annual finance costs plus 50% of the maintenance and administrative costs; and

- o make application to Alberta Energy and Natural Resources to construct and operate the road network as a "licence of occupation" roadway until ownership is assumed by the Province.

In order to further explore the feasibility of the concept, three additional steps were proposed and undertaken:

1. Torchinsky Engineering of Sherwood Park was engaged by Canadian Superior, Coseka Resources, Gulf Canada Resources and Union Oil to examine the technical feasibility and cost of selected portions of the proposed road network.

2. Foster Research of Calgary was engaged by Alberta Power and Union Oil to conduct a preliminary cost/benefit analysis on the proposed road network.

3. Manning Consultants Limited was engaged by a Steering Committee, composed of representatives of affected communities and funded by the Northern Alberta Development Council, to survey the interests and concerns of selected communities with respect to the proposed network.

METHOLODOGY

The survey of community interests and concerns was conducted for the communities of Slave Lake, Wabasca-Desmarais, Chipewyan Lake, Fort McMurray, Sandy Lake, Calling Lake and Athabasca. The process included the following:

1. During June and July, Preston Manning and David Berger of Manning Consultants contacted local community, business and interest group leaders in each of the subject communities.

2. Copies of the July 15th proposal, or an executive summary, were distributed and general comments/reactions were solicited.

   Community leaders were asked to assist in:

   - o identifying other parties who might have interests or concerns with respect to the proposed road network; and

   - o arranging a public meeting in each community at which the consultants could present the concept and obtain reactions.

3. During the month of August, public meetings were held in the communities of Slave Lake, Wabasca-Desmarais, Chipewyan Lake, Fort McMurray, Athabasca and Calling Lake. (representatives from Sandy Lake attended the Wabasca-Desmarais meeting). At these meetings, Preston Manning presented the background of the road proposal, and a large map was used to show the proposed routings. Persons in attendance were then asked to identify:

   - o any negative impacts on their community which might result from the proposed road network;

- o any positive impacts on their community which might result from the proposed road network;

- o any other parties whose interests might be affected by the proposed road network.

4. During the months of July and August, David Berger of Manning Consultants also collected and analyzed "community profile data" on each of the affected communities, and followed up on some of the points raised at the community meetings.

5. The results of the individual interviews and community meetings were than summarized and analyzed. Where community concerns were expressed with respect to the road network, Manning Consultants attempted to identify possible mitigative measures which could conceivably reduce negative effects.

6. The results of the survey and the analysis were then incorporated into a draft report, copies of which were circulated to members of the Steering Committee and other community representatives for review and correction.

The original plan of work called for the three separate studies to be completed by mid-September, 1983 with follow-up meetings to be scheduled with potential users, affected communities and the Government of Alberta, to present and assess the results. On September 19, 1983, a preliminary presentation of results was made to a group of 20 potential users in the oil and gas industry, in Calgary. Meetings at which the preliminary results were presented to community representatives and the Department of Transportation were held later.

PRINCIPLE FINDINGS

For all of the affected communities, with the exception of Chipewyan Lake, the construction of the routes associated with the proposed road network would simply mean additions to the existing roadway structure. For the Chipewyan Lake community, however, the construction of the proposed route would create the first all-weather road access to the community and end its current isolation during the summer months.

Because the impacts of the proposed roadway on Chipewyan Lake are potentially greater, in relative terms, than for other communities, the initial public meeting in that community was followed by a meeting of the Steering Committee in Chipewyan Lake. The community was also encouraged to hold its own meetings to discuss the concept, and to communicate the results of its deliberations to Manning Consultants and the Northern Alberta Development Council.

Athabasca	1,850	Strongly supportive
Calling Lake	500	Supportive
Chipewyan Lake	150	Apprehensive and uncertain
Fort McMurray	35,000	Strongly supportive
Sandy Lake	150	Supportive
Slave Lake	5,000	Strongly supportive
Wabasca-Desmarais	2,650	Divided opinion
TOTAL	45,300	

CONCLUSIONS

The two principal conclusions of the preliminary survey were:

- The community and business representatives contacted in the communities of Athabasca, Calling Lake, Fort McMurray, Sandy Lake and Wabasca-Desmarais (representing a population of about 40,000 people in north-central Alberta) are of the opinion that the proposed network would be beneficial to their communities and the local economy, and are generally supportive of the concept.

- The leaders and members of the Bigstone Band contacted in Wabasca-Desmarais are of the opinion that the benefits and costs of the proposed network would be about equal. The leaders and residents of Chipewyan Lake appear uncertain as to whether an all-weather road into their community would be in their best interests.

The following is a summary prepared by the
Northern Development Branch
of

The Development of New Agricultural Land in Northwestern Alberta

Authored by: Woods Gordon Management Consultants

and

Marv Anderson & Associates Ltd.
Edmonton, Alberta
November, 1983

Sponsored by the Northern Alberta Development Council

PURPOSE AND BACKGROUND

Many factors in northwestern Alberta's history have influenced the agricultural sector's propsects and its impact on the physical and social environment:

- The introduction of Red Fife wheat in the 1870's and the Homestead Act (1870) spurred on the settlement of Alberta.

- The Peace Country population grew from 2,000 in 1911 to over 60,000 in 1930.

- Crop expansion included wheat, oats, peas, brome and timothy.

- In 1939 an agricultural land lease policy replaced homesteading.

- The Alberta Department of Lands and Mines carried out fairly comprehensive cost analyses prior to any new land development.

- In 1948 an Order-In-Council set up the Green Area, thereby excluding all agricultural uses other than grazing in these areas.

- A major discussion paper Agriculture in Northern Alberta was prepared by the Northern Alberta Development Council in September, 1978, followed by a Council-sponsored conference, "Agriculture North Seminar", in November, 1978.

- In his 1981 report, A Review of the Meat Industry in Alberta, Dr. Hugh Horner recommended that an additional 10 million acres of land be made available in the Province over a 10-year period for agriculture production.

- Around the same time, the Water Advisory Committee recommended that an inventory of lands in the Province be prepared which would benefit agricultural production, in terms of drainage and irrigation.

- With the release of the report, "The Development of New Agricultural Land in Northern Alberta" in December, 1982, the Northern Development Branch compiled some perspectives on the complex issue of opening up new agricultural land. This report served as a precursor to the larger study.

- In early 1983, the Environment Council of Alberta prepared draft terms of reference for public hearings on the maintenance of Alberta's agricultural land base. Following a review by the Province, the Council was asked to hold hearings on "maintaining and expanding the agricultural land base in Alberta".

In order to address these and related issues, a Steering Committee was set up by the N.A.D.C. Terms of reference were prepared for a study on the development of new agricultural land in northwestern Alberta, which sought to:

- survey farmers and prospective farmers located primarily in the western agricultural region of northern Alberta, and determine the present and future demand for new land;

- prepare a series of cost-benefit analyses;

- describe and review the current mechanisms for agricultural land development; and

- examine the interrelationship issues between the agriculture and forestry industries.

Qualified consultants were invited to submit proposals to undertake this assignment and on March 23, 1983 Woods Gordon, in association with Marv Anderson and Associates Ltd., was retained. Amended terms of reference were concluded on March 31, 1983; the detailed Study Design was approved on April 22, 1983. The study was completed by October 24, 1983.

OBJECTIVES

The consultants were asked to:

- conduct an extensive survey of farmers and prospective farmers within four study areas in northwestern Alberta, using a combination of mail-out techniques, telephone interviews and personal interviews;

- carry out an extensive program of interviews with the following: key government personnel, community representatives and municipal government representatives;

- prepare a series of cost-benefit analyses;

- conduct a literature review that would assist in generally presenting the views of northerners concerning the need for a diverse forestry and agricultural economy in northwestern Alberta;

- prepare a short synopsis on the historical development of land in northwestern Alberta;

- put forward one or more alternative scenarios aimed at improving the implementation process for land development (these scenarios should include a review of existing governmental services, and show the strengths and weaknesses of the existing process for land development); and

- make recommendations in keeping with the development scenarios proposed.

METHODOLOGY

The seven-month study consisted of ten streams of survey research and analysis, which included:

- o the preparation of a detailed study design;
- o background literature and data research, together with preliminary start-up interviews;
- o a mailed questionnaire survey of 1600 farmers resident in the four study areas:
- o a thorough review and assessment of the "after-posting disposition" process for Crown Land through a literature review, interviews with provincial officials, interviews with Agricultural Development Committee representatives and input from the farmer surveys;
- o a field programme of on-site interviews with municipal and other community representatives, from a cross-section of eight communities across northwestern Alberta;
- o on-site personal interview survey with 150 farmers in all four study areas;
- o a survey of key provincial government agencies which would be affected by further agricultural land development;
- o a survey of the forestry sector including the major firms dominating activity in the overall study area, and a cross-section of small operators;
- o benefit-cost assessments carried out for:
  - the farmer;
  - the communities;
  - the provincial government; and
  - the Alberta economy itself.
- o preparation of study conclusions and a Final Report.

PRINCIPAL FINDINGS

The study found that:

- an average annual demand for Crown Land for some 154,000 acres is expected over the next 20 years from the study area;
- the average farm size is approximately 1-1/2 sections, with approximately 75% owned and 25% leased;
- approximately 18.4% of the respondents' present farm is available for further clearing;
- most farmers rely on off-farm work (e.g., forestry, oil and gas) to supplement their incomes;
- approximately 80% of respondents have applied for Crown Land while 61% have purchased Crown Land;
- the larger the farm unit, the greater the probability of the farmer having applied for Crown Land;
- the provision of roads and services is only a moderate concern with farmers who have purchased Crown Land;
- approximately 80% of the respondents plan to increase production primarily through the expansion of the cultivated area on their present farm and the purchase of undeveloped Crown Land;
- the longer the farmers farm the area, the greater the likelihood that more Crown Land will be demanded;

- the beginner farmer and the mature farmer are proportionally the strongest proponents of Crown Land development for increased farm production;

- very few farmers want to relocate but would rather expand their present farm, and are willing to travel an average of 16 km to do so;

- the demand for land is concentrated in the 1983-86 period with the majority of demand for grain land;

- most respondents, across all age groups, feel forestry to be important to their local economy:

- farmers were willing to travel an average of 37 km to harvest their own timber supply;

- the activities that were thought to have the greatest chance of commercial success are big game ranching, followed by fur farming and fish farming;

- the primary reason for farmers applying for Crown Land was to expand their present farm unit;

- approximately 30% said anywhere in northerwestern Alberta would suffice as a place to farm, whereas 70% were very specific about the location of the land they wanted;

- the highest degree of difficulty farmers found when opening up new land was with the high cost of credit, followed by the high cost of clearing and breaking land;

- most respondents indicated that land should be made available by opening areas adjacent to present agricultural lands.

The following is a summary prepared by the
Northern Development Branch
of

Extension of Highway 58 to Fort Smith and a Connector to Fort Chipewyan

Authored by: Rick Sloan
Northern Development Branch
Peace River, Alberta

March, 1984

Sponsored by the Northern Alberta Development Council

PURPOSE

- The purpose of this study is to examine all-weather road access in the extreme northeast corner of Alberta. The report reviews the perspective of various communities, the general economics and the issues of road development within Wood Buffalo National Park. The impacts of the Slave River Hydro-electric project for road development are also examined in a preliminary fashion.

- Two roadway developments are analzyed. These are:

  - the linking of Highway #58 from Jean D'Or Prairie to the Wood Buffalo National Park Loop Road at Peace Point and upgrading the Loop Road between Peace Point and Fort Smith to all-weather status; and

  - an all-weather connection between the Park Loop Road and Fort Chipewyan.

BACKGROUND

- In the past 10 years the Northern Alberta Development Council has received a total of 19 briefs from citizens and groups advocating road development in the region. Some of the briefs urge road development south from Fort Chipewyan to Fort McKay, and some have recommended the extension of Highway #58 east and north to Fort Smith.

- The construction of all-weather roads in northeastern Alberta is impeded by four significant natural barriers; Lake Athabasca, Lake Claire, the Canadian Shield and the Peace-Athabasca Delta. These

physical features combined with a small population and a modest resource base inhibit road development. However, there are also a number of social, environmental and cultural factors that require careful and sensitive consideration in roadway planning.

- A road from Fort Smith/Fort Chipewyan south to Fort McKay through the Peace-Athabasca Delta to connect with Highway #63 has been deemed extremely costly and will not likely be built in the foreseeable future. This option is not examined in this report.

Specific Objectives

- The specific objectives of this study are to:

  (1) Examine the general economics of two proposed road developments, Jean D'Or Prairie to Peace Point and the Park Loop Road to Fort Chipewyan.

  (2) Convey the perspectives of each community that will be affected by the proposed road extensions. The communities visited were High Level, Fort Vermilion, Garden River, Fort Chipewyan and Fort Smith, N.W.T.

  (3) Outline in a preliminary fashion the effect the proposed Slave River Hydro Electric Project will have on road development.

  (4) Examine the concerns associated with developing roads within Wood Buffalo National Park.

MAJOR FINDINGS AND CONCLUSIONS

Community Support

- The communities of Fort Vermilion, High Level and Fort Smith strongly support the extension of Highway #58 from Jean D'Or Prairie through Wood Buffalo National Park to Fort Smith.

- Strong support in Fort Chipewyan for the "northern alternative" to the Park Loop Road is predicated upon the assumption that all-weather access south across Lake Athabasca to connect with Highway #63 at Fort Mackay is uneconomic and impractical in the forseeable future.

- The community of Garden River which is also currently non-accessible by an all-weather road, does not appear to support the Highway #58 extension. Residents of this native community hint that they may support road development but only when other outstanding issues are satisfactorily resolved. These issues include defining their community's status and the guarantee of hunting, fishing and trapping rights within Wood Buffalo National Park. Even with resolution of these issues, it is felt the community would want to be involved in defining how close a road came to their community.

Wood Buffalo Park

- The proposed roadway extension tends to conflict with existing park policies and objectives. In particular, the provision of a road through the park may detract from the "natural evolution of the wilderness of the park". Certainly, numerous environmental issues and concerns will have to be assessed, as noted by the Reid, Crowther and Partners and in the Wood Buffalo National Park Draft Plan. In terms of wildlife, for example, protective management measures would be necessary in relation to the bison, woodland caribou and perigrine falcon.

- Parks Canada believes any road development west of Peace Point (i.e., to Highway #58) would not benefit the Park. Consequently, they have stated they would not cost share in the project. However, if road access was provided to Fort Chipewyan on the east side of the Slave River, Parks Canada would cost share in a road linking the existing park loop road to the River.

Slave River Hydro Electric Project

- In the context of the Slave River Hydro Electric Project, it is estimated that the proposed Highway #58 extension would generate the following direct savings over the life of the Project.

  i) reduced transport costs for materials and equipment totalling $4.3 to $6.3 million, if goods were transported via the Mac-Kenzie Highway at High Level.

  ii) reduced transport costs for passenger vehicles totalling $0.1 to $0.2 million.

- To the extent that Highway #67 from Slave Lake to Fort Vermilion is further upgraded, the benefits to the Slave River Project of using the Highway #58 route versus Highway #5 in the N.W.T. could increase by a further $3 million.

- The Fort Chipewyan connector could provide savings to the Slave River Project of as much as $3.5 million, in terms of unnecessary road construction, if the transmission line were to follow the alignment of the connector.

Economic Development

- Currently the region is typified by a resource base that by itself does not economically justify extensive road development. The Canadian Shield, Lake Athabasca, Lake Claire and the Peace-Athabasca Delta are natural barriers that make road development expensive and difficult.

- Residents in many of the communities surveyed cited economic development opportunities that may accompany the proposed road extension. Many residents indicated that tourism would increase. In High Level, Fort Vermilion and Fort Smith, increased tourism was a frequently mentioned expectation as the result of the creation of a "circle tour" with Highway #5 in the Northwest Territories. In Fort Chipewyan tourism was expected to increase simply by virtue of road access to "the outside world". While increased tourism would assist a number of small businesses in the accommodation, services and guiding area, it was not seen as a "major boom" to the region.

- In Fort Chipewyan, residents indicated that a road may improve the development prospects for lumber, mineral and fishing resources in the area. Each of these resources face other impediments that all-weather access alone will not resolve; however, the proposed road may assist in long term development.

- Overall, the traditional occupations of hunting, fishing and trapping will not be seriously affected by the development of roads within the region.

Freight Costs to Fort Chipewyan

- A significant issue at the time of writing this report was the uncertainty associated with barge service to the community of Fort Chipewyan. Northern Transportation Company Limited (NTCL) had indicated its intention to abandon its Fort McMurray terminal on the Athabasca River . One proposal suggested by the Company was to serve the community from Fort Fitzgerald near Fort Smith. Residents were concerned that this would double their freight costs for goods.

- The Water Transport Committee of the Canadian Transport Commission held a public hearing in Fort McMurray in January 1984. The primary purpose of the hearing was to review applications for licences to operate barge services on the Athabasca River. The outcome of these hearings was a successful application by A-Frame Construction Limited as the only common carrier on the route. Pine Creek Construction and Norsask Marine were also licensed to operate limited and unscheduled barge services. A major element of the A-Frame proposal was a 50% increase in freight rates, created in part by a high debt load.

- Road access would provide a trucking alternative to the present barge or air freight services available.

Social Considerations

- Possible negative effects of road development on the social and cultural fabric of the isolated communities, would include the potential for increased alcoholism, some disruption of hunting and trapping areas, and over time, the loss of traditional native and local lifestyles. These impacts may occur during both the construction and operating phases of the road projects.

- Positive social effects of the road would be first-time access, or an alternate travel route, to southern communities; allowing residents the mobility normally found in other regions. Unemployed residents would be provided enhanced access to job markets. The project would also improve community access to a wide range of public services, including health, education and social services.

Conclusions

- This review indicates that the extension of Highway #58 to Fort Smith and a connection to Fort Chipewyan is strongly supported by the majority of residents in the region.

- With the exception of Garden River residents, communities in the region expect to benefit from increased economic activity and by virtue of de-isolation and easier access to the south.

- An increase in tourism in the region is anticipated as a result of the creation of a "circle tour" and improved access to Wood Buffalo National Park.

- With the uncertainty of barge tariff, Fort Chipewyan residents are very concerned about the high cost of freight to their community.

- The proposed road developments would have a beneficial impact on the proposed Slave River Hydro-Electric Project.

- If the Highway #58 extension was to be built, the concerns of Garden River regarding the status of the community, their hunting, fishing and trapping rights, and the route of the road near their community should be resolved.

- Overall, the traditional occupations of hunting, fishing and trapping will not be seriously affected by the development of roads within the region.

- The first step in initiating the proposed road project would involve discussions between the Alberta Government, the Government of the Northwest Territories and the Federal Government.

The following is a summary prepared by the
Northern Development Branch
of

Interagency Coordination Handbook

Authored by: Northern Development Branch
Peace River

and

Dr. George Kupfer, Fresh Start Social Consultants Co. Ltd.
Edmonton, Alberta

March, 1984

Sponsored by the Northern Alberta Development Council

BACKGROUND AND PURPOSE

During a study on Alcoholism: Strategies for Northern Alberta, sponsored by the Northern Alberta Development Council, researchers found that there was a need for better interagency cooperation and coordination in northern Alberta communities. Furthermore, it was said that community agencies needed some guidelines to direct their coordination efforts. The Interagency Coordination Handbook was designed to help communities in organizing and operating a coordinating group.

OBJECTIVES

The Handbook was designed to:

- o address major concerns and issues about interagency coordination;
- o be general and to avoid detail on any one issue;
- o serve as a guide and a stimulus to coordinating groups; and
- o be clearly focused and easy-to-read.

METHODOLOGY

A background report was prepared for the Northern Development Branch by the same consultant who was engaged in the research on alcoholism strategies. His report identified the key issues in interagency coordination. The report was revised and expanded into a handbook format, designed earlier by the Northern Development Branch. A draft was circulated to select agency personnel in northern Alberta for their critical review. An "editorial committee", consisting of the consultant and two Branch staff, proposed the final draft based upon the solicited comments and opinions.

PRINCIPLE SUBJECTS

The Handbook addressed the following questions:

- What are the human services in your community?

  The Handbook was written for and about the social and public service personnel in a community.

- What is coordination?

  An active effort requiring the combining of different elements in order to achive a positive result. A check list shows what is present if interagency coordination is working well.

- Do your community services need coordination?

  A checklist shows warning signs indicating a need for interagency coordination.

- Who should start a group?

  Anyone in the community can start an interagency coordination group but usually it is an employee(s) of social and public services. In any event, these people should be involved in the development and operation of the group.

- How should you begin?

  Informal discussions will expose a general interest in a coordinating group. Once it is known if there is an interest and need for interagency coordination it is best to work through a small, informal group to draft a tentative outline showing purpose, goals and membership.

- Who should be a member?

  Eventually anyone with interest and skills needed to meet the objectives, but it is best to begin small. Membership will have to be reviewed regularly.

- What should the group call itself?

  A comparative list of group names is presented; e.g., task force, council, conference. It is noted that the group should carefully consider its name and be prepared to change the name if things change.

- When and where do you meet?

  Meet regularly and briefly, but not too often and not too briefly. Issues, tasks and good organization will determine timing. Meeting places should be comfortable and practical. It is good to rotate the location.

- What should be your goals?

  This part is important; it is key to organizing your group and getting jobs done. Some reasons for interagency meetings are given.

- Who should chair the meetings?

  The meetings should be informal but reasonably organized. Rotating the chair is a good plan.

- What about agendas, minutes and public statements?

  Agree early on a format and plan for all records. Be careful; there is a good and bad way to handle these.

- How do you communicate as a group?

  Some options are listed; e.g., workshops, seminars, surveys.

- How do you maintain confidentiality?

  Establish ground rules early on confidentiality. Some rules of thumb are listed.

- What can be done about obstructionism, incompetence and unethical behaviour?

  For an informal, volunteer group this issue is a hard one. Advice is given on how to be honest and tactful with people causing trouble.

- What are the common causes of failure?

  Nine are discussed; solutions are suggested.

- What can be accomplished?

  Quite simply, interagency coordination, run well, can make your job easier and more effective.

- What is the basis for success?

  The basis of success is being moved to act, believing it can happen and making it happen.

An appendix presents brief but detailed points on the four elements of goal setting (purpose, objectives, goals and strategies) and on four essential elements of an effective meeting (leadership, planning, agenda and minutes).

The following is a summary prepared by the
Northern Development Branch
of

Fort Chipewyan Tourism Industry: A Plan for Development

Authored by: Manecon Partnership
Management and Economic Consultants
Edmonton, Alberta
March, 1984

Sponsored by the Northern Alberta Development Council,
Indian and Northern Affairs Canada, and
Syncrude Canada Ltd.

BACKGROUND AND PURPOSE

Development of the tourism industry in Fort Chipewyan during the past two years has resulted in substantially increased exposure of the opportunities available to the touring public. The range of experiences offered include fly-in fishing, dog-sled tours, geological trips, boat tours, air charter flights and similar ventures. The industry has developed because of promotions of tourism in the Fort Chipewyan area by entrepreneurs from Fort Smith, Fort McMurray and Edmonton.

It has been noted that the existing Fort Chipewyan tourism industry requires assistance in marketing and general management. Problem areas identified in the industry are:

- a number of small tourism operations with restricted markets and funding;
- little exposure to markets;
- insufficient tourist accommodation and tourist food and beverage services;
- it is relatively unorganized and undeveloped;
- its uniqueness requires special promotion.

Although the industry is in its early stages of development, there is considerable enthusiasm for tourism-related promotion in the community as an opportunity for economic development. The Fort Chipewyan Regional Tourism Council (FCRTC) was formed as a non-profit organization with objectives to:

- investigate the feasibility of development of the tourism industry;
- ensure that if such development were to proceed, it would indeed be to the benefit of the community;
- determine how to approach the development of the tourism sector;

- represent the interests of the community and the tourism industry in issues related to tourism development.

The purpose of this project was to research the possibility of strengthening the tourism industry in Fort Chipewyan.

OBJECTIVES AND METHODOLOGY

The research objective was basically twofold:

1. to assess the feasibility of a development concept that included:

   (a) a regional tourism development corporation;
   (b) a lodge built by the corporation;
   (c) a general manager hired by the corporation to manage the lodge and regional development;

2. to describe:

   (a) the existing tourism industry;
   (b) the market available to the industry;
   (c) development of the industry in relation to the known market including:

      (i) how to attract tourists;
      (ii) how to finance development;
      (iii) how outside agencies could help.

The research was conducted using the following general methodology:

1. Research Planning - individual members of the Fort Chipewyan tourism industry and the FCRTC were consulted to ensure the objectives and requirements of research were fully understood.

2. Desk Research - documentation was reviewed on various concepts of tourism development and regional economic development, tourism markets, propensity of vocationers to take vacations similar to those available in the Fort Chipewyan area, tourism resources of the Fort Chipewyan region, construction and operational criteria for remote lodges and tourism establishments.

3. Interviews - these were conducted with a large number of travel/ tourism industry experts, financiers, architects, etc., to seek relevant data for analysis, forecasting and building recommendations. Conventional methodologies were applied to financial and market forecasting, and in other areas as appropriate.

PRINCIPAL FINDINGS

1. Tourism Opportunities

The Fort Chipewyan region offers a number of natural resource-based opportunities of interest to tourists. These include:

- Historical/Archaeological - Fort Chipewyan is one of the oldest remaining fur trading posts in Alberta;

- Natural History - there is a wide resource base in animal and bird life, including free ranging bison and many species of birds, some of which are quite rare;

- Geological - geological interests include the outcropping of the Canadian Shield, a large developing delta, sand dunes, etc.;

- Hunting - opportunities exist for hunting game animals (including moose and black bear) and waterfowl;

- Fishing - excellent fishing for Lake Trout, Walleye, Northern Pike, Whitefish and Goldeye is available;

- Interpretive Travel - visits to the area include opportunities for travel by boat, skidoo, dog sled, by foot, etc. Opportunities also include sightseeing, visits to traplines, cultural immersion, survival training, etc.

2. Marketing

Because of the small size of the existing industry there has been little large scale, aggressive marketing of the region's tourism potential. Nor has there been much regional, promotional effort by government tourism marketing agencies. Initial contacts made by some of the businesses operating tours in Fort Chipewyan will be of great value as the regional incentive progresses.

Reviews of market data suggest the demand for the kinds of tourism opportunities available in the Fort Chipewyan area is substantial. At this time there is only a minimal level of saturation by competing products, likely a reflection of the high cost of promotion associated with development of such markets. The demand appears to be most important in two categories of geographic area:

- Fort McMurray and Edmonton, and
- elsewhere in Canada, the U.S. and Germany.

3. Volumes of Visitors

It seems demand (propensity to participate in tourism experiences such as those proposed) will always exceed supply (intention and capacity of the Fort Chipewyan tourism industry to attract tourists). Given this assumption, visitor volumes have been forecast to be:

Year 1 - Marketing
- Lodge construction
- no visitors

2 - 500 visitors:	375 - summer	
	125 - winter	
3 - 1000 visitors:	750 - summer	
	250 - winter	
4 - 1500 visitors:	1125 - summer	
	375 - winter	
5 - 2000 visitors:	500 - summer	
	500 - winter	
6 - 2500 visitors:	1875 - summer	
	625 - winter	

These volumes were selected as targets that would permit gradual development of the industry in Fort Chipewyan. They were discussed in detail, and agreed to by a number of experts in the development and marketing of adventure tours. The experience of others who have developed similar programs suggests the forecasts presented are readily attainable given adequate promotion and high tour quality.

It is recognized that some tourists will visit Fort Chipewyan during the first year as guests of existing tourism ventures.

CONCLUSIONS & RECOMMENDATIONS

The existing members of the Fort Chipewyan tourism industry do not, independently, have sufficiently high profiles or large enough financial resources to undertake the major task of tourism industry promotion and development at the level required for broad community-based benefit. A larger organization is required to present a strong regional promotion profile to the tourism industry and to government agencies. This organization would be owned by and would represent the overall interests of the tourism industry and the community and would assume the responsibility for large-scale marketing and development.

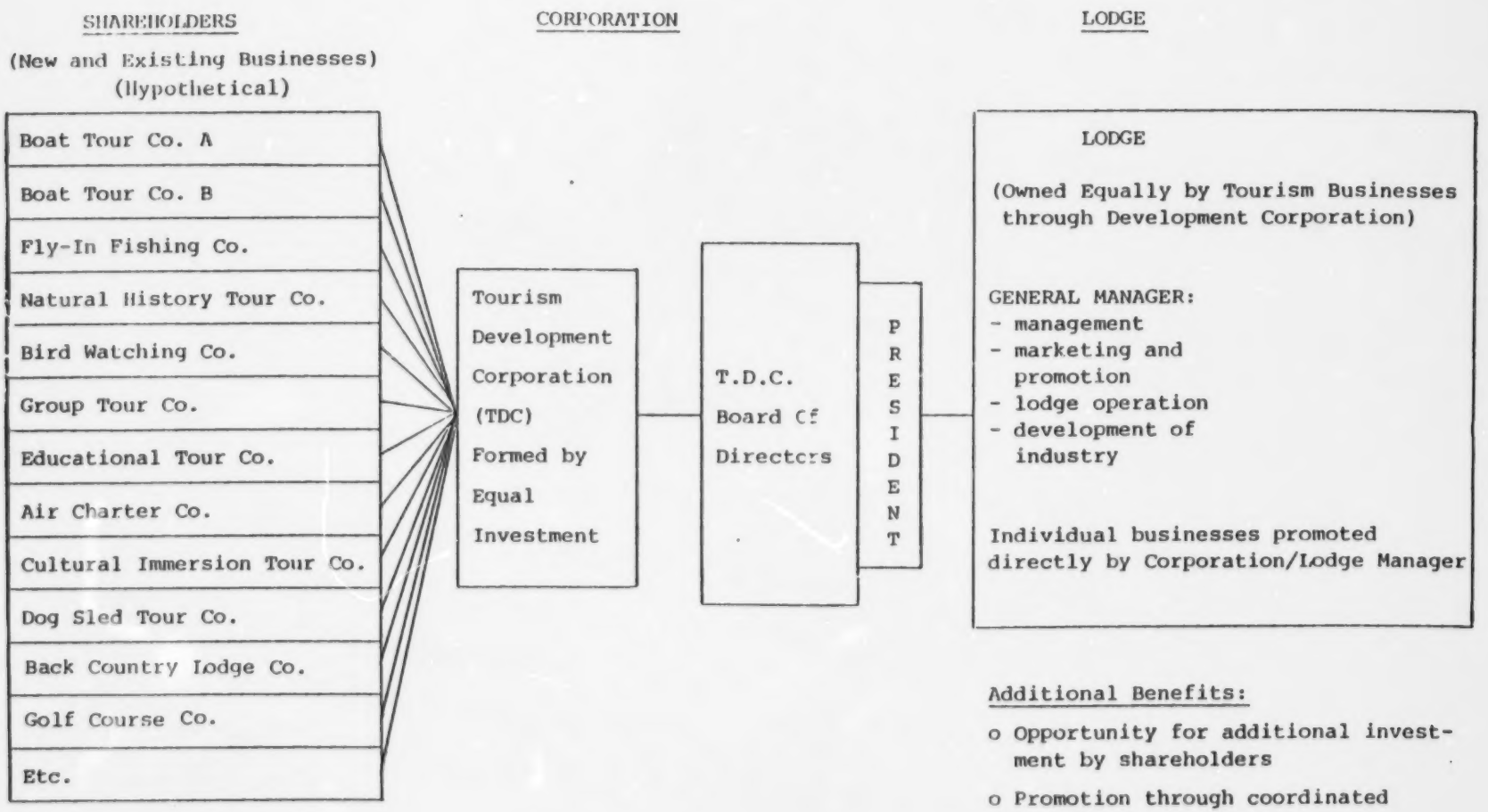
The construction, ownership and operation of a lodge, to provide suitable tourism accommodation in the community, would be a priority for this organization, which would also provide general management and administrative services to the tourism industry. As it would ultimately be involved in substantial financial dealings and would be making major decisions, this organization should be incorporated.

Chart 1 presents this organization graphically. It is proposed that a Tourism Development Corporation be formed by the joint investment of members of the tourism industry. Tourism industry shareholders would purchase one control share each, valued at $1,000. Additional investment made by an individual shareholder-business would be through a separate class of shares. It is an important feature of the corporate structure that some individuals who wish to begin a tourism business, but do not have the cash resources to invest the minimum share value, could work on construction of the lodge and apply wages earned to this investment. Alternative methods of investment are also proposed.

Additional services to be provided by the Corporation would include general management advice, administration, bookkeeping, reservations

DRAFT 1

PROPOSED STRUCTURE OF TOURISM DEVELOPMENT CORPORATION - FORT CHIPEWYAN



Additional Benefits:

- o Opportunity for additional investment by shareholders
- o Promotion through coordinated marketing program
- o Employment opportunities in tourism businesses for local people
- o Business opportunities for local people

systems for the shareholder-businesses and sales of computerized bookkeeping services to other organizations in the community.

The purpose of the corporation would be to improve the profitability of the shareholder-businesses. Services provided by the corporation to its clients would be expected to be operated initially on a break even basis. They would be offered primarily to support or promote the profitable operation of the shareholder-businesses. As the corporation and the industry as a whole gain strength it is assumed the corporation would, itself, become profit seeking to benefit shareholder-businesses by distribution of dividends.

The quality of tourism products delivered is a major consideration and the corporation must place great emphasis on this issue.

Financing

The development of the corporation and construction of the lodge will require a substantial financial program. The start up program is as shown below:

Sources of Cash

Share Equity	$ 30,000
Contribution from Government Agencies	484,000
Loans	421,000
	$ 935,000

Uses for Cash

Lodge Construction	$ 721,000
Furniture and Equipment	100,000
Working Capital	114,000
	$ 935,000

Ongoing contributions for operations, marketing and renovations will be sought for a further $368,000 during the following five years.

The Corporation is expected to break even after about four years of operations. Cash flow requirements are expected to be sufficient from the inception of the project. Thereafter it may be expected to return dividends to its shareholders in the tourism industry. The tourism industry businesses should benefit from the extensive marketing and administration services, provided at little or no cost by the Corporation, thus allowing full concentration on business development at the operational level. Many new tourism businessess are expected to be formed in conjunction with the proposed corporation development. The corporation will assist in this development. The General Manager of the corporation will be charged with responsibility for tourism business development and marketing assistance and for corporate operations, including the lodge.

It is recommended the Fort Chipewyan Regional Tourism Council continue to function as a political and representative body, even after the corporation is formed.

The success of the proposed plan will be a product of quality in tour delivery and aggressive marketing in Canada, the U.S. and overseas.

Community Benefits

Community socio-economic benefits from this development are expected to be substantial and should include:

- direct jobs 37
- indirect jobs 26
- new businesses 10 - 20

Additional benefits will include substantial training in a variety of service and business fields and increased cash flow in the community.

Total annual additional revenue to the community is expected to increase from $180,000 in the second year to approximately $1.5 mm after five years of operations. These projections assume restricted promotional effort to ensure the industry grows in a controlled fashion and the corporation does not compete with its shareholders.

The following is a summary prepared by the
Northern Development Branch
of

Early School Leavers in Northern Alberta

Authored by: HLA Consultants Ltd.
May, 1984

Sponsored by: The Northern Alberta Development Council,
Northland School Division, and
Alberta Education

BACKGROUND AND PURPOSE

The Northern Alberta Development Council over the past 10 years has engaged in a number of activities relating to primary, secondary and further education in northern Alberta. In September, 1982, the Council discussed its priorities with Premier Peter Lougheed. At that time it was felt that further investigation was necessary regarding the K-12 issues identified in the past research and conferences. Further, it was perceived that one of the most important of these educational concerns pertained to the issue of the Early School Leaver.

In light of the subsequent NADC goal to investigate the problem, a Steering Committee, consisting of educators from six northern school jurisdictions and representatives from the Alberta Department of Education and Advanced Education, was struck.

Alberta Education, Northland School Division and the Northern Alberta Development Council contributed the funds to conduct a study. Its purpose was to establish the incidence of early school leaving in the northern areas and to suggest practical mitigative measures to reduce the incidence.

The Steering Committee established the terms of reference, various consulting firms were invited to submit proposals, and a selection process begun in the spring of 1983. The firm of HLA Consultants Limited was selected and commissioned to conduct the study.

OBJECTIVES

The specific objectives of the study, as established by the Steering Committee were:

i) to examine the situation of early leavers in northern Alberta;

ii) to establish the extent of the early school leaver problem in northern Alberta;

iii) to develop and recommend a monitoring system which will enable students to be traced in their movements from one school to another and at the point of dropping out; and

iv) to develop and recommend practical and realistic mitigative measures to reduce the incidence of early school leavers.

METHODOLOGY

A study design was developed which involved extensive fieldwork and a commitment to educator involvement in the study process. Prior to the data collection stage, an extensive literature review of Albertan, Canadian and U.S. materials was conducted. Interview instruments and request forms were then developed.

Each school jurisdiction in northern Alberta (38 jurisdictions, 130 schools) was requested to submit information regarding their early school leavers and dropout rates. A 75% return rate was obtained.

Six school jurisdictions -- Grande Prairie, Fort McMurray, Fort Vermilion, Lakeland, Lac La Biche and Northlands -- were selected for indepth interviewing. These jurisdictions were selected on the basis that they represented a sample of the communities and school jurisdictions in northern Alberta. The indepth interviews consisted of 40-90 minute, confidential sessions guided by a questionnaire format instrument. The breakdown of interviews conducted was:

School leavers	125
School stayers and high risk	102
Parents	35
Community organizations	13
Teachers and administrators	55

In addition, interviews were held with others from central agencies in Edmonton who have an interest and function in education.

All of the data and information obtained from the schools was coded to a computer format and the data entered in separate files. Simple frequencies and cross-tabulations were run for each of the files. In addition, factor and regression analysis was used to analyze the combined data files. The reader is encouraged to review the study's Technical Report for an indepth perspective of the data analysis.

The study design stressed the involvement of educators. From the on-set of the data collection, educators from all jurisdictions were invited to participate in the process. In September, 1983 five mini-workshops (Workshop I) were held. These workshops preceded the interview stage and were conducted in order to develop a working network of educators. At these mini-workshops the study process was presented and data requested.

In February, 1984, Workshop II was held. These workshops were the final segment of the data collection phase. Three Workshop II's were held, one in Grimshaw for northwest educators, one in Peace River for Northland School Division Board members, and one in Lac La Biche for northeastern educators. Approximately 150 delegates attended the three workshops. The purpose of Workshop II was to provide educators the opportunity to participate in formulating remedial measures which are realistically implementable. Thirteen major program areas with 47 sub-programs were discussed at the sessions.

Following the workshops the Technical Report was compiled by HLA Consultants reflecting the input from the workshops and the data collected.

PRINCIPAL FINDINGS

The reader is encouraged to consult the Technical Report for a comprehensive discussion of the findings. The following is a very brief highlight of the key findings.

It was very difficult to determine the incidence of early school leaving due to gaps in student records, lack of an existing monitoring system and problems of defining the "early school leaver". On the basis of the data given, it was analyzed that:

- the annual dropout rates for Grade 9 to 12 are in the neighbourhood of 10-20%, and

- this annual rate varies considerably between ethnic groups and localities. The variance is estimated between 5% and 33%.

A definite distinction was noted between rates for urban, rural and remote areas. The highest dropout rates were found in the remote areas with some experiencing a 90% rate while in the urban and rural areas a 0-20% range was noted.

From the data, the following characteristics of the early school leavers were identified:

- from the 2,671 cases identified, 75% of the early school leavers were between 16 and 19 years of age.

- o leavers before the age of 16 likely came from remote and isolated areas;
- o school leavers were generally several years behind in their schooling at the time of dropping out;
- o native leavers tended to complete fewer grades than caucasians prior to leaving; 1/2 of the native leavers left prior to Grade 9 completion compared to 1/5 for caucasions;
- o equal male-female split in leavers; and
- o 72% of leavers had parents or other family members who had left school (compared to 46% for stayers).

From 126 personal interviews with leavers it was found that:

- o almost 1/3 of leavers had problems with the law;
- o 1/3 of the leavers did not live in two-parent households;
- o 87% had friends who left school (compared to 60% for stayers);
- o School leaver's families were fairly mobile with many (70%) having been in more than one centre;
- o leavers had poor attendance records;
- o 3/4 of the leavers were reported to be disciplinary problems;
- o large number of leavers were at a failing level during their last year of school; 1/2 scored below 50% in language, reading and math;

- o intelligence test scores are only a bit lower than average; 66% scored below 100 in I.Q. compared to 50% for a normal population;

- o many leavers did not feel positive about their relationship with teachers;

- o leavers favourite subjects were Math and Physical Education while the most disliked subjects were English and Science; and

- o 60% of leavers mentioned friends as an element they like about school and 44% mentioned sports (the comparison for stayers is 27% friends and 34% sports).

The Technical Report discusses the various reasons for leaving school early as identified by leavers, high risk students, parents and community groups. This report also deals with the high risk student (the potential leaver) and the student who stays.

Following the identification of the rate of leaving and the description of the early school leaver, several recommendations of mitigative measures which would alleviate and/or reduce the incidence of early school leavers in the north were suggested. The following identifies the broad recommendation area. The reader is advised to consult either the Technical report and/or the Workshop II Summary Report, produced by the Northern Alberta development Council, for greater detail since under each topic area there may be several suggested programs.

(1) Awareness of the Early School Leaver Problem
(2) Student/Teacher Relationships
(3) Recognizing the Value of and Need for Education
(4) Relevance of Education

(5) Student Involvement
(6) Community/School Involvement
(7) The Student at Risk
(8) Schooling After Incomplete Grade School
(9) Busing and Boarding
(10) Remote and Isolated Areas
(11) Teacher Turnover Rates
(12) Teacher Preparation
(13) One School to Grade 12